

CAI SS 20
-74 Ø61

The Organization and Administration of Education in Canada

3 1761 11709962 2



David Munroe

74061

Canada. Education Support Branch.
[General publications]
[G-2]

20

19

25



Digitized by the Internet Archive
in 2023 with funding from
University of Toronto

The Organization and Administration
of
Education in Canada

Canada. Education Support Branch.
[General publications]

[G-2]

The Organization and Administration of Education in Canada

David Munroe

Formerly
Special Adviser
Department of the Secretary of State

Secretary of State
Education Support Branch

© Crown Copyrights reserved

Available by mail from Information Canada, Ottawa, K1A 0S9
and at the following Information Canada bookshops:

HALIFAX

1683 Barrington Street

MONTREAL

640 St. Catherine Street West

OTTAWA

171 Slater Street

TORONTO

221 Yonge Street

WINNIPEG

393 Portage Avenue

VANCOUVER

800 Granville Street

or through your bookseller

Price: \$3.75

Catalogue No. S2-36/1974

Price subject to change without notice

Information Canada

Ottawa, 1974

Secretary of State Dept. reg. no. 41411-3-1582.

Design: Eiko Emori

Foreword

Twenty-one years ago the Education Division of the Dominion Bureau of Statistics published a bulletin describing the provincial educational systems of Canada. This work served a useful purpose as a source of information for those working in the various areas of public education, since two reprintings (the latest in 1966) were necessary to meet the demand. Although they referred to many of the changes that were occurring in the area of education, they gave little indication of the momentum that was building up in most of the provinces for educational expansion and reform.

The present revision, published under the auspices of the Education Support Branch of the Secretary of State Department, with the co-operation of the Education Division of Statistics Canada, not only tries to bring the data up to date but also to give an account of the programs and structures, which is as comprehensive as possible. The text also contains a description of the organization and operation of schools and post-secondary education, a chapter on the national organizations and another on the general trends which are presently apparent in the field of education in Canada.

A short bibliography follows each of the chapters dealing with the provincial systems. This includes relevant publications, commission reports, as well as the bulletins and reports issued annually or occasionally by the departments of education or other government offices.

The Department of Education in each province was invited to examine the text and we extend to them our thanks for their courtesy and co-operation. Our thanks are extended also to Statistics Canada for preparing the maps, diagrams and charts.

Contents

Foreword

Chapter 1 The National Dimension

- Pre-Confederation Origins 1
- The British North America Act 2
- The Growth of Confederation 3
- Organization of Schools in the Provinces 6
- Vocational and Higher Education 7
- Strategies for Reform 8

Chapter 2 New Brunswick

- Overview 13
- Historical Summary 14
- Departmental Structure 15
- Local Administration 18
- School Organization and Operation 19
- Teacher Education, Certification and Conditions of Service 20
- Technical Education 22
- Higher Education 22
- Finance 23
- Bibliography 24

Chapter 3 Nova Scotia

- Overview 25
- Historical Summary 26
- Departmental Structure 28
- Local Administration 32
- School Organization and Operation 33
- Teacher Education, Certification and Conditions of Service 34
- Technical Education 38
- Higher Education 38
- Finance 39
- Bibliography 41

Chapter 4 Ontario

- Overview 43
- Historical Summary 44
- Departmental Structure 47

Local Administration	52
School Organization and Operation	55
Teacher Education, Certification and Conditions of Service	58
Technical Education	60
Higher Education	61
Finance	61
Bibliography	63

Chapter 5 Québec

Overview	65
Historical Summary	66
Departmental Structure	70
Local Administration	72
School Organization and Operation	76
Teacher Education, Certification and Conditions of Service	77
Technical Education	78
Higher Education	79
Finance	80
Bibliography	82

Chapter 6 Manitoba

Overview	85
Historical Summary	86
Departmental Structure	89
Local Administration	92
School Organization and Operation	94
Teacher Education, Certification and Conditions of Service	94
Technical Education	97
Higher Education	97
Finance	98
Bibliography	99

Chapter 7 British Columbia

Overview	101
Historical Summary	102
Departmental Structure	104
Local Administration	108
School Organization and Operation	109
Teacher Education, Certification and Conditions of Service	110
Technical Education	113
Higher Education	113
Finance	113
Bibliography	115

Chapter 8 Prince Edward Island

Overview	117
Historical Summary	118
Departmental Structure	120
Local Administration	122
School Organization and Operation	122
Teacher Education, Certification and Conditions of Service	124
Technical Education	126
Higher Education	126
Finance	127
Bibliography	128

Chapter 9 Saskatchewan

Overview	129
Historical Summary	130
Departmental Structure	134
Local Administration	138
School Organization and Operation	142
Teacher Education, Certification and Conditions of Service	142
Technical Education	144
Higher Education	145
Finance	145
Bibliography	146

Chapter 10 Alberta

Overview	147
Historical Summary	148
Departmental Structure	151
Local Administration	154
School Organization and Operation	158
Teacher Education, Certification and Conditions of Service	159
Technical Education	162
Higher Education	162
Finance	163
Bibliography	165

Chapter 11 Newfoundland

Overview	167
Historical Summary	168
Departmental Structure	172
Local Administration	174

School Organization and Operation	178
Teacher Education, Certification and Conditions of Service	178
Technical Education	181
Higher Education	181
Finance	182
Bibliography	183

Chapter 12 Direct Federal Government Services

Education of the Native Peoples	185
Yukon Territory	187
The Northwest Territories	189
Education and National Defence	191
Other Instructional Programs	193

Chapter 13 Federal Government Activities Related to Education and Research

Support Programs	195
Manpower Training	197
External Affairs and Foreign Aid	198
Research Support Programs	199
Auxiliary Activities	200

Chapter 14 National Organizations

The Council of Ministers of Education	203
The Canadian Education Association	204
Association canadienne d'éducation de langue française	205
Association of Universities and Colleges of Canada	206
Canadian Teachers' Federation	207
Canadian School Trustees' Association	207
Canadian Association for Adult Education	208
Institut canadien d'éducation des adultes	208
Canadian Association of University Teachers	208
Association of Canadian Community Colleges	208
Canadian Home and School and Parent-Teacher Federation	209

Chapter 15 National Trends

Reducing Disparities	213
Life-Long Education	214
Education for All	216
Sharing the Responsibilities	218
Choosing Objectives	219

List of Maps

1. The Provinces of Canada 5
2. Territorial and Provincial Boundaries
(a) Before 1905 (b) After 1905 149
3. Yukon and the Northwest Territories 189

List of Tables

1. Original Provinces in Confederation in 1867 3
2. Provinces Entering Confederation in 1870's 3
3. Provinces Entering Confederation since 1900 4
4. Territories 4
5. Provincial Commissions on Education 9
6. Overview, New Brunswick 13
7. Overview, Nova Scotia 25
8. Overview, Ontario 43
9. Overview, Québec 65
10. Overview, Manitoba 85
11. Overview, British Columbia 101
12. Overview, Prince Edward Island 117
13. Overview, Saskatchewan 129
14. Overview, Alberta 147
15. Overview, Newfoundland 167
16. Enrolment Ratios for the 20–24 Age Group in Selected Countries 212
17. Public Expenditures of Education as Percent of Gross National Product in Selected Countries 212
18. Participation Rates, 5–24 Age Group, by Provinces 213
19. Mean Years of Schooling of the Labour Force, by Province and Region
20. Estimated Retention Rates, Grades 9 to 11, by Province 215

List of Charts

1. Department of Education, New Brunswick 17
2. Organization of the Educational System, New Brunswick 21
3. Department of Education, Nova Scotia 31
4. Organization of the Educational System, Nova Scotia 35
5. Ministry of Education, Ontario 49
6. Ministry of Colleges and Universities, Ontario 51
7. Organization of the Educational System, Ontario 57
8. Division of Responsibilities for Education, Québec 69
9. Department of Education, Québec 73
10. Organization of the Educational System, Québec 75

11. Department of Education, Manitoba 91
12. Department of Colleges and Universities Affairs, Manitoba 93
13. Organization of the Educational System, Manitoba 95
14. Department of Education, British Columbia 107
15. Organization of the Educational System, British Columbia 111
16. Department of Education, Prince Edward Island 123
17. Organization of the Educational System,
Prince Edward Island 125
18. Department of Education, Saskatchewan 137
19. Department of Continuing Education, Saskatchewan 139
20. Organization of the Educational System, Saskatchewan 141
21. Department of Education, Alberta 153
22. Department of Advanced Education, Alberta 155
23. Organization of the Educational System, Alberta 157
24. Ideals, Principles, Goals and Functions, Alberta 161
25. Department of Education, Newfoundland 173
26. Organization of the Educational System, Newfoundland 179
27. Provincial School Systems 217

Chapter 1

The National Dimension

Education has become one of the most dynamic forces in Canadian life. More than 6 of the 21 million Canadians are enrolled in schools, colleges and universities as full-time students; over 7% of the labour force is employed by the educational authorities; and the total expenditures of all levels of government on education in 1972 was over \$8 billion, or about 9% of the Gross National Product. Moreover, the growth since the end of World War II has been spectacular. The elementary school population doubled in the 1950's; the secondary school population doubled in the 1960's; and the post-secondary enrolment grew from 190,000 in 1961 to over half a million by the end of the decade. The Canadian population is young, younger than that of most other industrial nations. Half the people are under 25 and three-quarters of those between the ages of 5 and 24 are full-time students. The Economic Council of Canada has described education as Canada's biggest industry and there is no doubt that the pressure to expand educational services affects every aspect of Canadian society – social, economic and political – and the future of the nation will be affected by new approaches to education.

Pre-Confederation Origins

The roots of Canadian education go deep into the colonial period. In

Quebec, which was Canada East at the time of Confederation, the traditions of New France were placed beside the demands of settlers from old and New England and Scotland who demanded schools that were public and practical. A public system developed during the 1840's and 1850's which was supplemented by a number of schools and colleges operated by Roman Catholic orders. At the same time, a public system was established in Canada West, which was to become Ontario, under the energetic leadership of Egerton Ryerson.

In the maritime provinces – Nova Scotia, New Brunswick and Prince Edward Island – legislation was adopted in the mid-nineteenth century establishing free public schools and normal schools for training teachers. Some religious denominations also continued to support private schools and colleges. In Newfoundland, mission schools of several denominations provided most of the educational services until recently.

Higher education was offered in private institutions, most of which were under religious control. Laval, founded in 1635 as a Jesuit college, obtained a royal charter as a university in 1852 and a Papal charter in 1876. King's colleges, usually considered as Anglican institutions, were founded in Nova Scotia, New Brunswick and Ontario. Queen's and Victoria universities were given charters in Ontario, where they were supported by the Presbyterian and Methodist churches. McGill in Montreal and Dalhousie in Halifax were established as non-sectarian universities.

The British North America Act

Confederation did not alter the provincial educational structures, as education remained a responsibility of the provinces. Section 93 of the British North America Act provided that:

“In and for each province, the Legislature may exclusively make laws in relation to education subject to the following provisions:

(1) Nothing in any such Law shall be prejudicially affect any right or privilege with respect to denominational schools which any class of persons have by law in the province at the Union:

(2) All the powers, privileges, and duties at the Union by law conferred and imposed in Upper Canada on the separate schools and school trustees of the Queen's Roman Catholic subjects shall be and the same are hereby extended to the dissentient schools of the Queen's Protestant and Roman Catholic subjects in Québec:

(3) Where in any province a system of separate or dissentient schools exists by law at the Union or is thereafter established by the legislature of the province, an appeal shall lie to the Governor-

General-in-Council from any act or decision of any provincial authority affecting any right or privilege of the Protestant or Roman Catholic minority of the Queen's subjects in relation to education:

(4) In case any such provincial law as from time to time seems to the Governor-General-in-Council requisite for the due execution of the provisions of this section is not made, or in case any decision of the Governor-General-in-Council on any appeal authority in that behalf, then and in every such case, and as far only as the circumstances of each case require, the Parliament of Canada may make remedial laws for the due execution of the provisions of this Section and of any decision of the Governor-General-in-Council under this Section."

The Growth of Confederation

The original political structure under Confederation included only 4 provinces (Table 1).

Table 1

Province	Date of entry	Capital
New Brunswick	1867	Fredericton
Nova Scotia	1867	Halifax
Ontario	1867	Toronto
Québec	1867	Québec

The total population was estimated at 3 million of whom about 700,000 were children enrolled at school. Although this might appear to represent 20% of the population, it must be remembered that the average daily attendance in all provinces was only about half the number of those enrolled and a valid estimate of those actually attending would therefore drop to about 10% of the population.

Table 2

Province	Date of entry	Capital
Manitoba	1870	Winnipeg
British Columbia	1871	Victoria
Prince Edward Island	1873	Charlottetown

During the decade following Confederation, three provinces were admitted (Table 2).

Both Manitoba and British Columbia were in the process of settlement at the time that they entered Confederation and their school systems had just begun to take shape. Prince Edward Island, however, was an older colony and the educational traditions were close to those of the neighbouring maritime provinces.

Three other provinces have joined Confederation since 1900. Saskatchewan and Alberta were parts of the Northwest Territories, and their school systems were patterned after those, first of Québec, then of Ontario. Newfoundland remained the oldest British colony until 1949, when it became the tenth province. By that time, it had developed a school system that was almost unique. The entry of these provinces is shown on Table 3.

Table 3

Province	Date of entry	Capital
Saskatchewan	1905	Regina
Alberta	1905	Edmonton
Newfoundland	1949	St. John's

Two territories remain, their educational systems being under the jurisdiction of the federal authorities (Table 4).

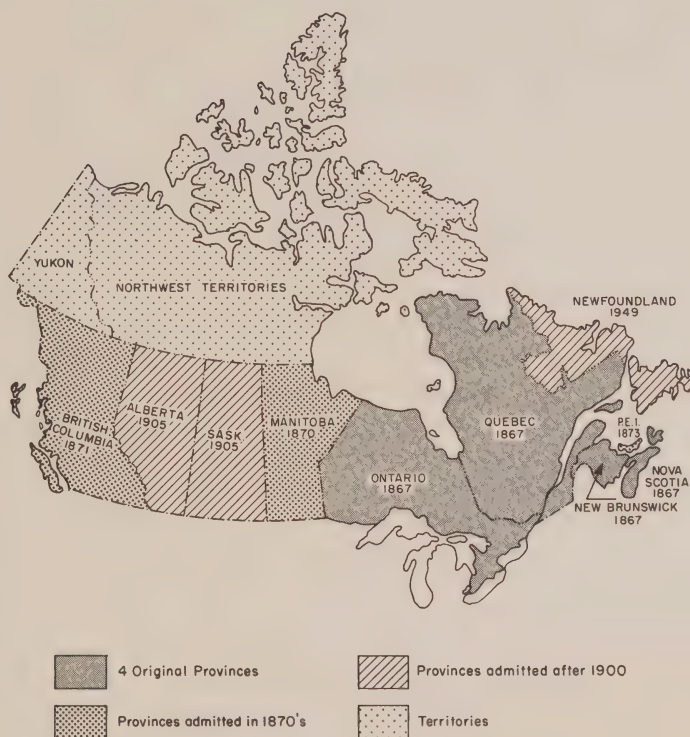
Table 4

Territory	Capital
Yukon Territory	Whitehorse
Northwest Territories	Yellowknife

With each new admission, the provisions of the British North America Act with respect to education were reaffirmed. Thus, the provinces continue to be fully responsible for the operation of their educational systems; while the federal government provides educational services for the native peoples, the population of the territories, and the families of the armed forces. Map 1 shows the evolution of the Confederation to the present time.

Map 1

The Provinces of Canada



Organization of Schools in the Provinces

Under parliamentary practice, a minister who is a member of the cabinet and the legislature is responsible for administering the Ministry or Department of Education, which provides the services. A deputy minister, who is a senior civil servant and usually a professional educationist, acts as permanent head of the department and advises the minister on policy. Departments are usually responsible for:

1. the training or supervision of the training of teachers;
2. the certification of teachers;
3. the supervision or inspection of schools;
4. the course of study and approval of textbooks;
5. the provision of financial and pedagogical support through grants and services;
6. the prescription of rules and regulations for the guidance of trustees and teachers.

The departmental personnel usually includes a chief inspector or supervisor of schools; superintendents or inspectors of elementary and high schools; directors of curricula, teacher education, guidance, certain subject areas such as languages, home economics, agriculture and special services like audio-visual, correspondence and adult education.

In all the provinces except Newfoundland, local boards of trustees or commissioners function as corporations, operating under the provincial school acts and regulations. To them, the legislature or department delegates responsibility to establish and maintain schools, to select qualified teachers, to prepare budgets, and generally to represent the public in the administration of the schools. In most provinces, these boards are now organized on a regional or county basis and are responsible for both elementary and secondary institutions. Usually, they are required to appoint a professionally qualified executive officer as superintendent or director of education.

Five provinces – Ontario, Québec, Alberta, Saskatchewan and Newfoundland – make legal provision for separate schools, usually under the authority of separate school boards. Where these exist, however, the schools and boards operate under the authority of the department of education, conforming to its regulations in respect to curriculum, textbooks and teacher certification. As public bodies, they receive grants and services from the department, although the amount of support in some instances differs from that granted to the public institutions. In 3 provinces – New Brunswick, Nova Scotia and Prince Edward Island – there is no legal provision for separate schools but informal arrangements are made locally to designate certain schools

and teachers for minority religious or language groups. The policy regarding to the recognition and support of private and proprietary schools varies from province to province.

Vocational and Higher Education

Technical and vocational education have developed in several patterns since the late nineteenth century. The federal government has offered encouragement through a number of programs, the first of which was the agriculture education program in 1913. This was followed by the Technical Education Act of 1919 and series of other programs which led, finally, to the Technical and Vocational Training Act of 1961. This has now been superseded by the Adult Occupational Training Act of 1967 and various agreements between the Federal Department of Manpower and Immigration and the provinces. While, for many years, technical and vocational subjects were usually offered only in special schools which were frequently under the control of the provincial departments of labour or agriculture, during the past decade there has been a marked tendency to establish comprehensive institutions, offering both academic and vocational subjects. These are usually under the authority of the minister of education but the transition is not yet complete and in some provinces these programs are still outside the public educational system.

Until a decade ago, higher education was provided almost exclusively in the universities, most of which were private institutions. In the maritime and central provinces most universities were religious in origin, but these have now become non-sectarian. In the 4 western provinces, the universities were established as public institutions and supported almost entirely by the provincial governments. During the 1960's, the colleges and universities in all provinces become dependent on public support and provincial authorities found it necessary to co-ordinate their development with the other levels of the educational systems. This led to changes in structure, both in the institutions themselves and in the provincial administration.

Provincial responsibility for normal schools and technical colleges was re-examined in the light of new demands for post-secondary education which became evident in the 1960's. In most provinces, teacher education was transferred to the universities; while new types of non-university institutions were opened. Thus the impact of the sudden expansion was distributed between the universities and the new colleges.

This has led, in several provinces, to the division of responsibilities between the Department of Education, which retained control over elementary and secondary schools and a new Department of Colleges

and Universities or of Higher Education, which has been placed in charge of post-secondary education. When the separation was first made in Ontario, in 1964, the minister of education was responsible for both departments. However, in 1971, two different ministers were appointed and this pattern has now been followed in Alberta.

With the growing complexities and budgets in post-secondary education, all but 2 of the provinces – Saskatchewan and Newfoundland – have created grants committees or commissions to deal with matters of planning and finance. These bodies differ in structure and powers from province to province.

Strategies for Reform

Since the end of World War II, and particularly in the 1960's, the provincial systems of education have undergone drastic reform. In each of the provinces, one or more official commissions have been appointed to examine various aspects of education and to recommend measures for government action. Most of these enquiries have been directed to specific areas or problems, such as elementary and secondary schools, finance, the curriculum and teaching methods, technical or higher education, local government services and teacher training. In 3 instances, however – Québec, Newfoundland and Alberta – they were much broader and the investigations covered all aspects and levels of educational services, including finance and administration. The reports of these commissions, which are listed in Table 5, are arranged in chronological order by province with the name of the chairman or author and a note on the mandate.

In addition to these provincial studies, a number of national surveys have been sponsored by educational organizations. The Canada and Newfoundland Education Association published the *Report* of its Survey Committee in 1943, which served as an inventory of educational resources. A supplement in the following year was entitled *Trends in Education*. In the post-war years, as the Canadian Education Association, it also sponsored studies on *The Status of the Teaching Profession*, (Lazerte, 1948) and *Practical Education in Canadian Schools*, (McColl, 1949). The Canadian School Trustees Association sponsored a study by Dr. Lazerte of the financing of public education in Canada and this was followed by further surveys by the Canadian Teachers' Federation, the results of which were published in *Educational Finance in Canada, 1946-56*. This document was revised in 1965 and again in 1969.

The Association of Universities and Colleges of Canada, in co-

Table 5

Provincial Commissions on Education 1945-1972

Province	Chairman	Year	Mandate
British Columbia	Cameron, Max	1945	School finance, administration
Ontario	Hope	1945-50	Elementary-secondary
Nova Scotia	Pottier	1953-54	School finance
Saskatchewan		1956	Agriculture, rural life
Manitoba	Macfarlane	1956-59	Elementary-secondary
Alberta	Cameron, D.	1957-59	Elementary-secondary, finance
British Columbia	Chant	1958-60	Elementary-secondary
Prince Edward Island	Lazerte	1959-60	Finance, administration
Québec	Parent	1961-65	All levels and aspects
New Brunswick	Byrne	1962-63	Municipal services, finance
New Brunswick	Deutsch	1963-65	Higher education
Newfoundland	Warren	1964-68	Education and youth
Prince Edward Island	Bonnell	1965	Higher education
Ontario	Hall, Dennis	1966-68	Elementary-secondary
Alberta	Stewart	1966	College education
Alberta		1967	Higher education
Ontario	Wright	1969-73	Post-secondary education
Nova Scotia	Munroe	1969	Bilingual higher education
Prince Edward Island	Sheffield	1969	Post-secondary education
Alberta	Worth	1969-72	Educational planning
Nova Scotia	Graham	1971	Education, public services
			provincial-municipal relations
Manitoba	Oliver	1972	Higher education

operation with other national bodies, has conducted special studies of higher education. These include:

Commission on the Financing of Higher Education. *Financing Higher Education in Canada*; being the report of a Commission to the Association of Universities and Colleges of Canada, successor to the National Conference of Canadian Universities and Colleges and its Executive Agency, the Canadian Universities Foundation. Toronto, Association of Universities and Colleges of Canada, 1965.

Duff, (Sir) James Fitzjames and Berdahl, Robert O. *University Government in Canada*. Toronto, University of Toronto Press, 1966.

Commission on the Relations between Universities and Governments. *The University, Society and Government*. Ottawa, University of Ottawa Press, 1970. (Commissioners Hurtubise and Rowat)

Bonneau, L.P. and Corry, J. A. *Quest for the Optimum*, Research Policy in the Universities of Canada. Ottawa, Association of Universities and Colleges of Canada, 1972. 2 volumes.

The cumulative effect of these enquiries on Canadian education has been significant. Some of them were already in progress during the 2 Canadian Conferences on Education, the first of which was held in Ottawa in 1958, the second 4 years later in Montreal. These meetings were attended by educational leaders and delegates from all the provinces, as well as by representatives from other countries, and they gave an impetus and a sense of direction to the reform movement. Both the conferences and the enquiries drew attention to the inequalities in educational opportunity, the shortage of teachers and the shortcomings of the teaching profession, the lack of facilities for vocational and technical training, the inadequacies in the services for adult education, the limited resources for higher education and the underlying problems of finance which affected all levels and services. Although each province has chosen its own lines of attack and has adopted its own pattern of priorities, most have recognized the same salient issues and have made serious efforts to correct the faults.

Thus, there has been steady growth and considerable improvement in Canadian education since 1960. The provinces now require all children to attend school for at least 10 years and are becoming more and more committed to early childhood and continuing education. Although there are still disparities and the services provided for certain economic and cultural groups are not adequate, the literacy rate is high and almost everyone has the opportunity of completing high school. Bus transportation provides access to comprehensive schools where the programs include academic and technical subjects as well as extra curricular activities. The qualifications of teachers are, gener-

ally speaking, as high as in any country and the proportion of students entering post-secondary institutions is greater than anywhere except the United States. Expenditures on education have risen steadily since 1960 and the systems have been re-organized to assure greater access and to improve efficiency in operation. While there is much to be changed, it will be evident in the chapters which follow that the educational systems of Canada are being adapted to meet the needs of a contemporary industrial society.

Chapter 2

New Brunswick

Overview

Table 6

	1867	1921	1961	1971
Population	271,000	388,000	598,000	635,000
Enrolment:				
Elementary-secondary (public only)	28,200	73,800	152,300	175,900
Post-secondary	n.a.	700	5,400	13,300
Teachers:				
Elementary-secondary				7,897
Post-secondary				1,026

Compulsory attendance was introduced in 1905 and now extends from the age of 7 to 16. The school system is structured with a 6-year elementary school; a 3-year junior high school; a 3-year senior high school; and a 4-year course to the first university degree. There are no

separate schools. The province is divided into 7 administrative regions for school purposes, each administered by a superintendent appointed by the Department of Education. Each region is composed of from 4 to 6 school districts and has an enrolment of from 11,500 to 34,000 pupils. The post-secondary institutions include 4 universities and 2 technical institutes.

Historical Summary

New Brunswick was part of Acadia until 1763 and part of Nova Scotia from then until 1784, when it became an independent colony of Great Britain. It entered Confederation in 1867 as one of the 4 original provinces. While there were several small settlements during the Acadian period and a few English settlers took up land grants before the American Revolution, the large waves of immigration brought United Empire Loyalists to the Saint John River Valley and the shore of the Bay of Fundy in the 1780's, Irish immigrants to Saint John in the 1840's and, in the mid-nineteenth century, French-speaking settlers from Québec who combined forestry and farming along the Baie de Chaleur. The main centres of population became Saint John, Moncton and Fredericton.

Schools were first provided under Royal instructions in the reign of George III, which stated "that a particular spot in or as near each town as possible be set apart for the building of a church, and 400 acres adjacent thereto be allowed for the maintenance of a minister and 500 acres for the maintenance of a schoolmaster". The first Education Act was adopted in 1802, providing for the certification of teachers by the governor and the grant of 10 pounds to each teacher. Three years later this act was revised to provide for the establishment of a grammar school in Saint John and county schools in several other areas. In 1816, provision was made for the election of trustees to administer the grammar schools. Two years later the first Madras or monitorial schools* were introduced and the government made an annual grant of 700 pounds for their support to the provincial corporation which sponsored them. To improve the efficiency of the system, a Parish School Act was adopted in 1847 and this provided for supervision by the Department of Education. The first superintendent of education was appointed in 1852 and he was made responsible for

*These schools, in which large numbers of children were taught by monitors, were developed in the industrial centres of England during the mid-nineteenth century. They are variously described as Madras, monitorial, Lancastrian and National Schools.

organization of the department and the work of several county inspectors.

Thus, in 1867, when New Brunswick entered Confederation, there was an embryo system of education established under the Education Act and directed by a superintendent, as chief officer. Various types of schools were recognized – common, superior, grammar, training (normal), model and monitorial – as well as a number of denominational private institutions. The school year was divided into winter and summer sessions, and many of the pupils who attended in winter did not continue through the summer months. The total attendance was estimated at 43,000; the number of schools operating in winter, 797 and in summer, 847; the number of teachers was placed at about 850, half of whom were men, and only three-quarters of whom were properly qualified. Provincial grants amounted to \$80,700 and local assessment, fees and board was reported to be \$107,000. In his report in 1867, the superintendent recommended direct compulsory taxation and free schools. There were 2 colleges in operation, one of which had been granted a charter as University of New Brunswick in 1860. The other was Mount Allison Wesleyan College, situated in Sackville, but drawing students from the other maritime provinces as well as from New Brunswick.

The Common School Act of 1871 created a new structure for a non-sectarian system, supported by the government as well as by county and local taxes which offered free education to all. This served as the basis of the system for many years. The curriculum was expanded about 1900 with the introduction of manual training, domestic science, agriculture and physical education. The first minister of education was appointed in 1936. Regional high schools were established and a County Schools Finance Act was adopted in the 1940's. Institutes of technology were opened in Moncton and Saint John and trade schools were established in other centres. French-language colleges were organized by Roman Catholic orders to serve the Acadian population and these were made constituent parts of Université de Moncton when it was founded in 1963. Following the report of the Royal Commission on Finance and Municipal Taxation (Byrne Commission), which was appointed in 1962, the government adopted a program of equal opportunity which came into effect on January 1, 1967, and this resulted in radical changes in the educational system.

Departmental Structure

The School Act of 1966 provides that the Lieutenant-Governor-in-Council (the cabinet acting for the legislature) will determine guide-

lines for the activities of the minister and Department of Education. He must approve such proposals as:

1. the establishment of educational advisory boards;
2. the division of the province into school districts, their creation, abolition, alteration and consolidation;
3. the entry into any agreement with the Government of Canada respecting the operation or ownership of school property by Canada or the province or both;
4. the suspension or cancellation of a teacher's license;
5. the appointment of new trustees to fill emergency vacancies on school boards;
6. the authorization of the distribution of textbooks in schools or any other institution;

Among other matters, the Lieutenant-Governor-in-Council may make regulations for:

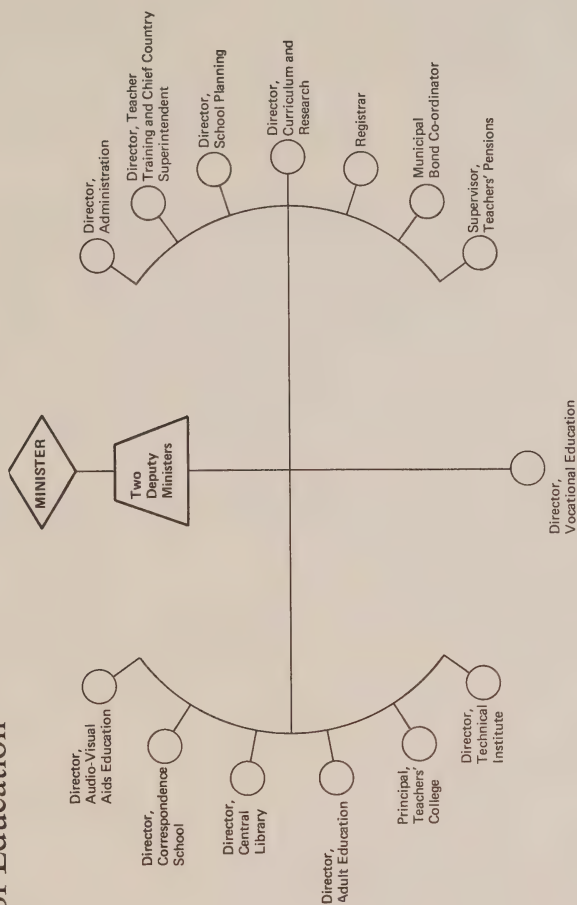
1. the organization, government and discipline of schools;
2. the rights, privileges, powers and obligations of a person designated by the Minister to act on his behalf;
3. meetings of school boards;
4. the certification of teachers and classification of other school personnel;
5. establishing salary scales for school personnel;
6. the conveyance of pupils;
7. the boarding of pupils;
8. in accordance with the Health Act, the health, cleanliness and well-being of pupils;
9. establishing curricula;
10. the continuance of pension provisions made prior to January 1, 1966;
11. the institution of proceedings in matters of attendance.

Since 1936, there has been a minister of education, selected by the premier, and a member of the cabinet. In determining policy, the minister receives the advice of the deputy minister and other departmental officials and may consult other members of the cabinet. He must also receive the support of the legislature.

The minister is empowered:

1. to enforce the School Act and the Regulations of the Lieutenant-Governor-in-Council;
2. to provide free school privileges for every child from 6 to 20 years of age inclusive who has not graduated from high school;
3. to prescribe or approve textbooks and apparatus for use in schools;
4. to prescribe courses and standards of instruction for all school

Chart 1
New Brunswick
Department of Education



districts, and for any pilot, experimental, and summer courses and programs;

5. after consulting with the school board concerned, to determine the sites of school buildings; to purchase, rent, or accept gifts of land or buildings for school purposes; to construct and furnish school buildings; lease, sell or dispose of school lands (with the approval of the Lieutenant-Governor-in-Council);
6. to provide each school board with a budget for the school district for the following school year after considering financial, statistical, educational requirements and operating expense reports submitted by every school board before October 15;
7. to establish and maintain colleges and facilities for teacher training;
8. to consider proposals for supplementary programs, and to initiate them when all preliminaries are in order;
9. to prepare an annual report on all school districts of the province setting out full statistical tables, detailed accounts of all expenditures, and comments on pertinent educational subjects;
10. to provide free copies of the Act, regulations, and all necessary forms and instructions to all school trustees and teachers;
11. to determine the number of trustees for each school district (either 9 or 15);
12. to have the general administrative, management, and control of all property vested in him as a representative of the Crown in right of the province;

The chief administrative officers of the department are the two deputy ministers, a French-speaking official having been appointed to one of these positions in 1968. They are responsible for advising the minister and for carrying out the policies enunciated by him. They are assisted by a number of directors and other officials in charge of specific department.

The organization of the department is shown in Chart 1.

Local Administration

A new pattern of regional organization was introduced in New Brunswick in 1967, when the province was divided into 33 school districts. These were, in turn, grouped into 7 regions, each of which was placed under the direction of a departmental officer known as the regional superintendent, who is assisted by a professional, administrative and clerical staff.

The districts are established on the basis of school population and each is placed under the authority of a board of trustees, the majority

of whom are elected with the balance being appointed by the Lieutenant-Governor-in-Council. The term of office for the trustees is 3 years. A district superintendent is appointed as the chief executive officer of the board and he is responsible for the supervision of all public education within the area. In several instances, the district superintendent may serve more than one board, 2 or 3 districts being grouped in superintendencies. The district superintendent is assisted by a staff of district school supervisors and administrative officers. The board of trustees in each district is responsible for the appointment of principals and teachers, and for the preparation of a budgetary request for submission to the provincial authorities.

School Organization and Operation

The school system was reorganized in 1967, after committees of the department had made a careful study of the educational programs in the other provinces of Canada and in the United States. The aims of the new program, which is based on the principle of continuous progress, are stated as follows:

1. to provide educational opportunities for all educable children so that each may develop to the limit of his capacity and special abilities;
2. to provide educational opportunities which will permit and encourage each child to be and to become a good citizen.

Entering school at the age of 7, the child attends elementary school for 5, 6 or 7 years. He then proceeds to a 3-year junior high school, after which he enters a 3-year senior high school, where a choice is offered among these programs:

1. college preparatory and technical;
2. general educational and occupational;
3. practical.

The department recommends that elementary schools should have a minimum of 12 classrooms and 360 pupils, with a ratio of between 20 and 22 pupils per teacher. The staff should include a librarian, a remedial teacher, a guidance counsellor and a clerical assistant. Junior high schools should have a minimum enrolment of 300 pupils, provision for a remedial class and special teachers for the second language, physical education, music, art and the library. The minimum enrolment for a senior high school is placed at 600 pupils, with at least 35 teachers. Chart 2 shows the structure of the educational system.

The school year begins on July 1 and ends on June 30 of the year following. There are 195 school days in the school year and attendance is compulsory from the age of 7 to 16.

Teacher Education, Certification and Conditions of Service

Candidates for teaching attend the faculty of education, University of New Brunswick, within which the former New Brunswick Teachers College is now incorporated; l'Ecole normale de Nouveau-Brunswick, which is situated on the campus of Université de Moncton; or the department of education at Université de Moncton or Mount Allison University. They are required to have completed high school with satisfactory standing in certain subjects and, during their period of training which is a minimum of 2 years, their courses include both pedagogical and academic courses.

Under a system adopted in 1957, a distinction was made between a license to teach and teacher certification. 6 classes of certificates are awarded to licensed teachers, the requirements being as follows:

Certificate 1 – teacher's license and 5 regular university courses or 10 summer courses or 2-year course in teachers' college;

Certificate 2 – teacher's license, 10 regular university courses or 20 summer school courses;

Certificate 3 – teacher's license, Certificate 2 and 5 prescribed university courses or 10 prescribed summer school courses;

Certificate 4 – teacher's license, and B.A., B.Sc., B.T., B.E., or equivalent degree from an approved university;

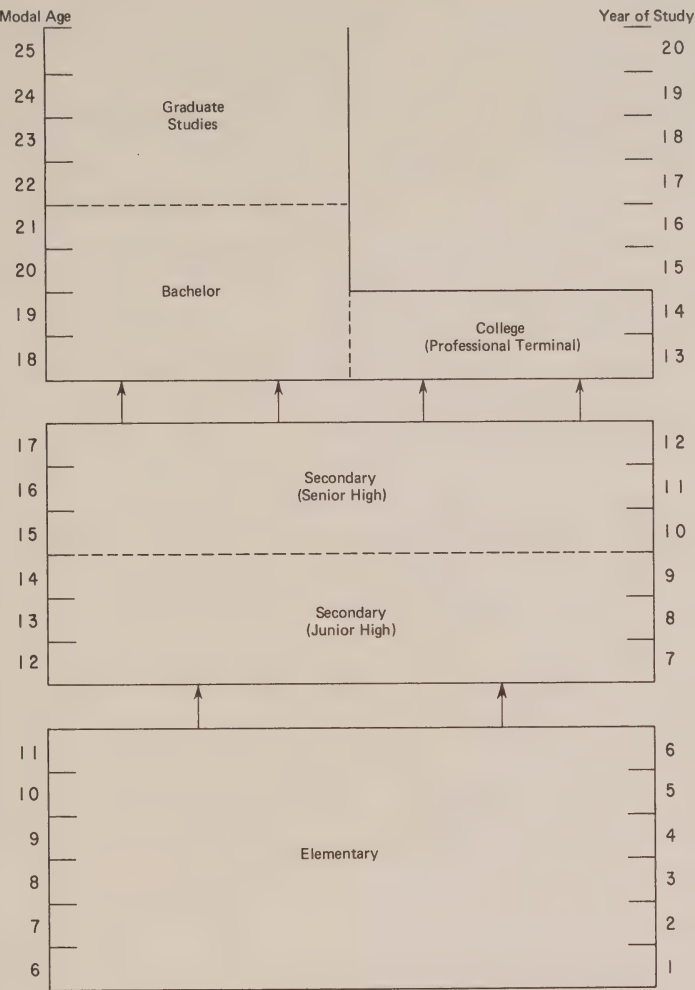
Certificate 5 – teacher's license and post graduate degree, including B.Ed. earned after completing one year's work beyond another bachelor's degree;

Certificate 6 – teacher's license, Certificate 5 and 10 approved university courses beyond number required for Certificate 4, of which at least 8 must be graduate courses.

Since 1968, all secondary school teachers have been required to hold at least Certificate 2 qualifications; and after 4 years the requirement will be Certificate 4.

Candidates with a B.A. or B.Sc., who complete one summer school course may be given a letter-of-standing valid for 3 years. This must be raised to a license and Certificate 4 after 2 additional summer sessions and one year of successful teaching. Special certificates are issued for music, physical education and art. Each of these specialties is divided into levels and the certificate corresponds to the classification the teacher already holds. A teacher's license (vocational), Certificate 1 (vocational) is granted after 2-year courses in home economics and industrial arts, and after approved training and work experience in commercial and trades courses. A Certificate 4 (vocational) may be granted to a teacher with a teacher's license (vocational)

Chart 2 New Brunswick Organization of the Educational System



in agriculture, commerce, guidance, home economics, industrial arts who holds a bachelor's degree in the special field or 2 years university and 6 years of successful work in the special field.

All teachers are engaged by written contract on an approved form and may only be engaged, dismissed or have their contracts terminated by approval of the majority of the board. Salaries are negotiated on a provincial scale and paid directly by the Department of Education. Pensions are payable to male teachers over the age of 60 and female teachers over the age of 55, who have taught 35 years or more. Teachers who have taught 15 years or more and who have become permanently disabled may retire on pension. The pension is calculated as an annual sum equal to 75% of the average annual salary for the 5 years of highest pay. It cannot be below \$1,000 or above \$6,000. The Teachers' Pension Fund is made up of contributions from the teachers, which vary from 2.3% to 5% according to salary, and sums from the provincial government.

Persons with teaching credentials from outside the province may be granted a letter-of-standing, valid for 3 years. This may be changed to a license and the appropriate certificate upon completion of 2 years of successful teaching.

Technical Education

Technical and vocational education is supervised by the director of vocational education within the Department of Education. However, the 2 Institutes of Technology in Saint John and Moncton are under the financial control of the New Brunswick Higher Education Commission and function as part of the provincial post-secondary system. Both these institutions offer 2-year courses in certain specialized areas of technology and, in Moncton, courses are also provided for candidates who wish to qualify for the Teachers' licenses and certificates.

Besides the instruction offered in the 2 institutes, technical courses are offered in 3 trades schools, 17 urban composite high schools and 41 regional schools. In 1966 there were about 7,500 graduates from these high school courses, 6,000 from evening courses and 1,500 from the trades and occupational courses in the 2 institutes of technology. The province also maintains the Maritime Forest Ranger School, which is administered by University of New Brunswick and is attended by about 50 students, of whom half are from New Brunswick.

Higher Education

The Higher Education Commission has adopted an aggressive policy to expand the opportunities for technical education. In 1969 it pre-

dicted, "by 1975-76 we ought to be approaching the goal of providing for about 3,700 technical and technological students - more than 6 times the present number - and we must do this without curtailing university extension".

A Royal Commission on Higher Education was appointed in 1962 and it subsequently conducted a review 3 years later. In 1964, the government appointed a permanent Higher Education Commission to assist in planning future development and advise it on financial policy.

Of the 3 universities that existed before the Commission was named, University of New Brunswick was essentially a provincial institution. Although it was founded in 1785, the first degrees were not granted until 1823. Shortly afterward it was transformed into King's College and it continued to operate under that name until 1859, when a new charter gave it the present name. It is a multi-faculty institution, with faculties of arts, science, engineering, law, forestry, education and nursing and it has recently accepted responsibility for New Brunswick Teachers' College and for a new campus in Saint John, where the first 2 years are offered in arts and science. The enrolment in 1970-71 was 5,103.

Mount Allison University was founded before Confederation as a Methodist College. Although non-sectarian, it remains a private institution affiliated with the United Church of Canada. It was the first Canadian university to award a B.A. to a woman candidate in 1882. In 1970-71 the enrolment was 1,374. St. Thomas University was established at Chatham in 1910 and granted a charter in 1934. It is a co-educational Roman Catholic institution now affiliated with University of New Brunswick and situated on the campus of Fredericton.

Université de Moncton was granted a charter in 1963 on the recommendation of the royal commission. It brought together classical colleges which were already operating in Moncton, Bathurst and Edmundston. The new institution is supported by the province and it provides higher education for the French-speaking population of the maritime area. The enrolment in 1970-71 was 3,149.

Finance

The Royal Commission on Finance and Municipal Taxation, which recommended the re-organization of school districts also advised the government to establish a standard salary schedule for all New Brunswick public school teachers and to adopt a system of central financing for public school education in the province. As a result, in 1967, the support of all schools became a provincial responsibility. Under the new plan, each of the 33 district boards is required to prepare a bud-

get, based on guidelines prescribed by the Department of Education. The budgets are reviewed by the regional superintendent and other senior officials of the department, before whom the board must defend its request. Capital expenditures are covered by the provincial government.

The Higher Education Commission is responsible for the distribution of government support to post-secondary institutions. A system of formula financing has been adopted, whereby the annual grants to the universities are based on student enrolment and the capital expenditures are approved separately. A formula is also used for the institutes of technology but the per capita grant is smaller. The formula is adjusted from year to year.

Bibliography

Commission Reports

New Brunswick. *Report of the Royal Commission on Higher Education*. Fredericton, Queen's Printer, 1962. (Deutsch)

New Brunswick. *Report of the Royal Commission on Finance and Municipal Taxation*. Fredericton, Queen's Printer, 1963. (Byrne)

Government Publications

New Brunswick. Higher Education Commission. *Investing in the Future*, a programme for government assistance to universities, technical schools and their students. Fredericton, Queen's Printer, 1969.

New Brunswick. Department of Education. *The Organization of Instruction for New Brunswick Schools*. Fredericton, Queen's Printer, 1968 (revised 1972). 3 volumes. Contents: volume 1 Elementary Education; volume 2 Junior High School Programmes; volume 3 Senior High School Programmes.

New Brunswick. Department of Education. *Annual Reports*. Fredericton, Queen's Printer.

Chapter 3

Nova Scotia

Overview

Table 7

	1867	1921	1961	1971
Population	364,000	524,000	737,000	789,000
Enrolment:				
Elementary-secondary (public only)	70,100	109,500	179,400	214,900
Post-secondary	n.a.	1,900	7,500	18,500
Teachers:				
Elementary-secondary				9,999
Post-secondary				1,432

Compulsory attendance was introduced on the basis of local option in 1883 and has been generally enforced since World War I. It now extends from the age of 6 to 16. The first year is described as the primary grade and the elementary school covers 7 years. It is followed

by 3 years of junior and 3 years of senior high school. Students at various levels of junior and senior high school may choose 1-, 2- or 3-year programs at regional vocational schools. A pass degree at university is obtained after 3 years' study beyond grade 12 (senior matriculation). There is no separate school system. School boards are organized on a municipal basis, except that amalgamated boards have been established in 3 larger areas of the province. Future policy in this and many other areas of public education is now under review by the Royal Commission on Education, Public Services and Provincial-Municipal Relations. The post-secondary institutions include 6 universities, a degree-granting technical college, and 7 other institutions of various types.

Historical Summary

The former French settlement of Acadie and the English colony of Nova Scotia became Nova Scotia, under British Sovereignty, in 1713. Until the first Education Act was adopted in 1766, the colonists were served by mission schools but the new statute, which favoured the established Church of England, provided for the examination of schoolmasters and the selection of local trustees to operate the schools in each township. A land grant of 400 acres was set aside for the support of these schools and, in 1780, this support was supplemented by a lottery and a tax on wine. Prince Edward Island was separated from Nova Scotia in 1769, and New Brunswick, in 1784,.

Throughout the first half of the nineteenth century there were repeated attempts to establish the principle of compulsory assessment on real and personal property for the support of education. In 1808 an act was proposed "for Encouraging the Establishment of Schools", which would have provided free schools with support from government grants and local taxes. It was abandoned after a trial period of 3 years. A new plan to enforce the provision of free schools was defeated in 1824 and an optional scheme suffered a similar fate 2 years later. The opposition continued until mid-century, in spite of the efforts of Joseph Howe and other political leaders.

Even in the face of these controversies, however, there was significant progress. An academy was established at Pictou in 1818; regular government grants to schools began in 1826; a central board of education was appointed in 1841; the first superintendent was named in 1850 and soon afterwards a teachers' normal school was established; and a model school was opened in 1856. Finally, legislation in 1864, 1865 and 1866 laid the foundation of the public school system, based

on compulsory assessment and without any provision for separate schools.

The Education Act of 1864 established a free public school system, supported by government grants and local taxation. It provided for a Council of Public Instruction, composed of the members of the Executive Council. It separated the positions of superintendent and principal of the normal school. It also created a board of school commissioners in each county and provided for the appointment of inspectors. Following Confederation there was steady growth. In 1881 elementary schools were organized on a grade to grade basis and a high school course was formulated in 1885. Provincial examinations were introduced in 1892 and practical courses were adopted in several subjects, including agriculture. The first Technical Education Act was passed in 1907 and Nova Scotia Technical College was opened in Halifax. Thereafter, however, came a period of relative apathy which continued until the 1930's, when the curriculum was completely revised and a 6-3-3 plan of school organization was adopted.

In 1940 a commission was appointed to study the organization of larger units of administration. Before the end of the decade, school administration throughout the province had become the responsibility of school boards appointed for the urban centres and for the rural municipalities, the latter being based mainly on county lines. In 1953 the Education Act was completely rewritten for the first time since 1864 and in the following year a royal commissioner was entrusted with a thorough investigation of public school finance. As a result of this enquiry a foundation program, funded on the basis of equalized full assessment, was adopted to secure a more equitable method of financial support.

Higher education was left largely to the initiative of the religious denominations, most of which established their own colleges during the nineteenth century. The oldest of these, King's College (1789), was controlled by the Church of England. Dalhousie University (1818) in Halifax was ostensibly non-sectarian. Acadia College (1840) served the Baptists; while the Methodists attended and supported Mount Allison College in Sackville, New Brunswick. Roman Catholic colleges were opened about the middle of the century in Halifax (Saint Mary's and Mount Saint Vincent), in Antigonish (St. Francis Xavier) and, later, at Church Point (Sainte-Anne). Several provincial institutions were also established for special purposes. The normal school became Normal College in 1908 and Nova Scotia Teachers' College in 1962; Nova Scotia Agricultural College was opened in Truro in 1905; Victoria School of Art and Design (1887) became Nova Scotia College of Art and Design in 1925; and Maritime School

of Social Work was founded in 1951. As already noted, Nova Scotia Technical College was located in Halifax and the province also sponsored a land survey institute and 2 other technical institutions.

Departmental Structure

After 1850, the superintendent of education acted as adviser to the government on matters of education. The first minister of education was not named until 1949 and at that time the position of superintendent was abolished. Under the Education Act, the Governor-in-Council* supervises public education and is vested with powers to make regulations concerning:

1. payment of grants from legislative appropriations;
2. location, construction and control of schools;
3. conduct and management of schools for persons under the age of 16;
4. classification, granting, cancellation or suspension of teachers' certificates or permits;
5. minimum salaries for teachers;
6. classification of schools;
7. closing of schools, where the enrolment is below 10 and providing other schooling for the pupils concerned;
8. medical examinations of teachers and modification of teachers' contracts where necessary as a result of the examination;
9. prescribing the foundation program to be administered by boards;
10. establishment, support and administration of vocational institutions of all kinds.

In addition, the Governor-in Council may:

1. make regulations covering the operation of school loan funds;
2. appoint inspectors and prescribe their duties;
3. cancel or suspend teachers' certificates or permits;
4. determine appeals resulting from decisions of school boards;
5. prescribe textbooks, courses of study and apparatus for public schools.

The minister of education acts as head of the Department of Education and speaks for education on the floor of the legislature. Subject to the Education Act and the regulations of the Governor-in-Council, he may;

*In Nova Scotia, the term, Lieutenant-Governor-in-Council which is used in the other provinces, is replaced by Governor-in-Council. This form originated in the days when the province had its own governor.

1. direct expenditure of all sums prescribed for educational purposes by the legislature;
2. determine regulations covering the work of Nova Scotia Teachers' College and the admission and graduation of students;
3. divide the province into inspectorates;
4. classify teachers and grant certificates and permits;
5. set the dates for school sessions, designate holidays and vacations;
6. prescribe school registers and forms for administering the schools;
7. approve plans for schools and other school buildings;
8. appoint qualified persons to a board of examiners for the high school grades;
9. establish and operate a Nova Scotia Book Bureau for the purchase, sale and distribution of school books and other materials;
10. exercise general supervision and direction over inspectors of schools, Nova Scotia Teachers' College, and public and other educational institutions receiving provincial aid (except universities);
11. require returns and reports from teachers, trustee boards and others administering public schools.

The deputy minister is a senior civil servant and a specialist in education. He advises the minister and, as his executive officer, administers the Department of Education and carries out the policies of the government. He is assisted by a number of officials responsible for particular programs.

The purposes of the Department of Education are stated as follows: (a) to implement, under the direction of the minister of education, the education program of the government of Nova Scotia, providing necessary guidance and control over the available professional, financial and other resources so that this purpose will be achieved effectively and efficiently; and (b) to recommend to the minister of education any changes in the program it considers appropriate.

The objectives of the Department of Education are:

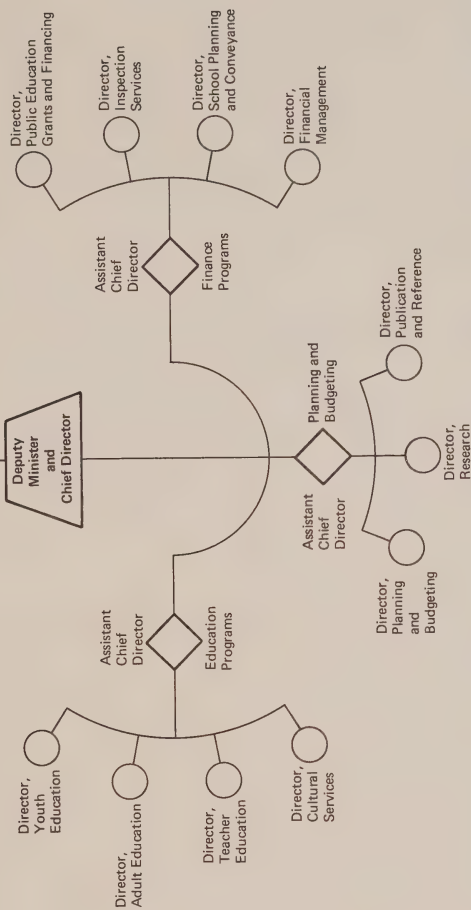
1. to provide a program of public education that will adequately meet the needs of all pupils, taking into account varying abilities aptitudes and interests, and the needs of the province of Nova Scotia;
2. to assist selected non-public school educational organizations and institutions, by, for example, providing financial support, materials and/or consulting services for such bodies;
3. to provide directly other educational services considered appro-

- prate, such as technical institutes and Nova Scotia Teachers' College;
4. to provide internal support services within the Department of Education that will ensure that the established program /activity structures are being implemented as planned;
 5. to develop long-term plans and objectives for all aspects of education in Nova Scotia.

The Department of Education pursues its objectives through the following functions:

1. conducting research in curricula, content, methods, and materials of instructions
2. conducting research and providing information services to local authorities on school furniture, equipment and supplies, and assisting in their selection and purchase;
3. regulating the application of school building codes, conducting research and providing information services on findings in school building developments;
4. assisting local authorities in establishing and maintaining effective and economic transportation services;
5. conducting and financially assisting pre-service and in-service training of school staff members;
6. regulating the classification and certification of teachers;
7. operating educational and vocational guidance and testing services that promote in the school program the optimum development of each student, according to his interests, aptitudes and abilities;
8. supporting aspects of the educational program through application of the foundation program of education and payment of grants authorized by the Education Acts and Regulations, and monitoring and controlling the effectiveness and efficiency of the use of the required resources;
9. providing advice and co-ordination on educational matters to the educational authorities;
10. providing information services to teachers, school officials, educational organizations, officials of the government and the public;
11. assisting individual students whose needs cannot be met by the regular program of the school;
12. operating a central library facility, and providing financial and advisory support to regional and school libraries;
13. operating the Legislative Library;
14. operating a central museum facility, and providing financial and advisory support for local museums and related agencies;

Chart 3
Nova Scotia
Department of Education



15. developing specialized staff divisions for internal consulting purposes and identification of existing and potential problem areas;
16. developing long-range educational plans and generating new policies for consideration by the Minister.

Under the deputy minister, three assistant chief directors of education administer the various programs and activities of the department. The first is in charge of the education program area; the second is responsible for planning and budgeting; while the third supervises the finance program area, including the inspection services. The detail of these responsibilities is shown on Chart 3.

Special arrangements have been made between the 3 maritime provinces for the support and operation of an interprovincial school for the education of the deaf, which is situated at Amherst, Nova Scotia.

Local Administration

Nova Scotia is divided into 18 counties, 12 of which are municipalities. The remaining 6 are divided into 2 municipalities each. Thus, there is a total of 24 municipalities, each of which has the exclusive right to vote, levy, collect, receive, appropriate and pay all the sums required for the conduct of its affairs. The right to borrow money and pass by-laws is subject to the approval of the minister of municipal affairs. For municipal purposes, cities and towns are municipal units separate from the other municipalities.

In Nova Scotia a city is a self-governing unit within the limits of its charter. The 39 towns are subject to the Towns Act and each is governed by a mayor and town council with no fewer than 6 members.

For educational purposes, the province is divided into 20 municipalities, each with a school board responsible for rural, village and district schools; 34 town school sections operating schools within various towns; 3 city sections located in Dartmouth, Halifax and Sydney; 3 amalgamation areas, in which 2 or more municipal units are under a single amalgamated board; and 15 regional units, where school boards are responsible for schools attended by pupils from both a town and part of an adjoining rural municipality.

For the purposes of the Department of Education, the province is divided into 15 inspectorial divisions which are usually co-terminous with one or more counties. Except in one instance (there are 14 inspectors for the 15 divisions), each is under the supervision of an inspector, assisted by divisional officers and by an inspector of vocational programs whose office is in Halifax. Each inspector is

responsible for monitoring public education within the boundaries of his jurisdiction and for maintaining liaison between the Department of Education and the school authorities of his area.

The municipal school boards and the amalgamated boards have, in most instances, appointed either a superintendent or supervisor of schools. Some of the smaller boards have joined together in order to engage supervisory personnel. Where the board has appointed a supervisory officer, the role of the provincial inspector becomes more consultative, the supervision of teaching being left primarily to the local officials.

The Royal Commission on Education, Public Services and Provincial-Municipal Relations, appointed in 1971, is expected to make recommendations which may affect local structures and administration.

Meanwhile, in 1970, the Department of Education retained the services of outside consultants to evaluate existing services and recommend future policy. The report, entitled *A Total Educational Program Development System for Nova Scotia Schools*, led to the adoption of a program development system which has been approved by the minister. Implementation is to begin during a preparatory year on August 1, 1973. The basic element of this system, as described by the minister, is that it is to be activated by teachers and administrators in each local area with encouragement and assistance from the Department of Education.

School Organization and Operation

The school system is organized in a 7-3-3 pattern, with the first year of elementary school as the primary grade and followed by grade 1. There are over-lapping patterns in the junior high school – regular, modified and adjusted – and a wide variety of programs are offered in the senior high school, so that a student may choose in order to meet his personal and vocational requirements.

Entry to the universities is after the completion of grade 11 (junior matriculation) or, more commonly, after grade 12 (senior matriculation). As of 1973, provincial examinations have been discontinued. Grants to the universities are based on students with a minimum standing of grade 12. Authority has been given to the minister to award a high school equivalency diploma to adults who may not have completed high school but who have improved their educational standing through job experience or informal training.

School attendance is compulsory from the age of 6 to 16. Parents or persons who have the custody of the child are responsible for his

attendance at school. However, exemption may be granted because of physical condition, because the child is under the age of 10 and lives more than 2½ miles from school transportation, or insufficient space in the school, provided the child receives equivalent instruction to that given in school. Children attending private schools are required to be in attendance regularly.

A supervisor of attendance is appointed by the minister. He directs the enforcement of the sections of the Education Act relating to attendance, supervises all local officials in enforcing attendance and co-operates with all organizations interested in child welfare. All boards must appoint one or more persons to deal with matters concerning attendance. The appointments must be made by September 1 of each year and the supervisor of attendance must be notified accordingly. Penalties are imposed on anyone employing a child of school-age during school hours without an employment certificate issued by the responsible school board.

The school year consists of 195 days, beginning not earlier than September 1 nor later than the Wednesday following Labour Day, and ending not later than June 30. The dates of the Christmas and spring vacations are determined each year by the minister. Unless otherwise provided in the regulations, there are 5 hours of teaching in each school day. However, the school board may direct that not fewer than 3 hours be provided for children in the primary grade or grades 1 and 2, or where 2 classes are taught at different periods of the same day in one classroom. It may also direct that not more than 6 hours of teaching shall be provided on each school day in any classroom.

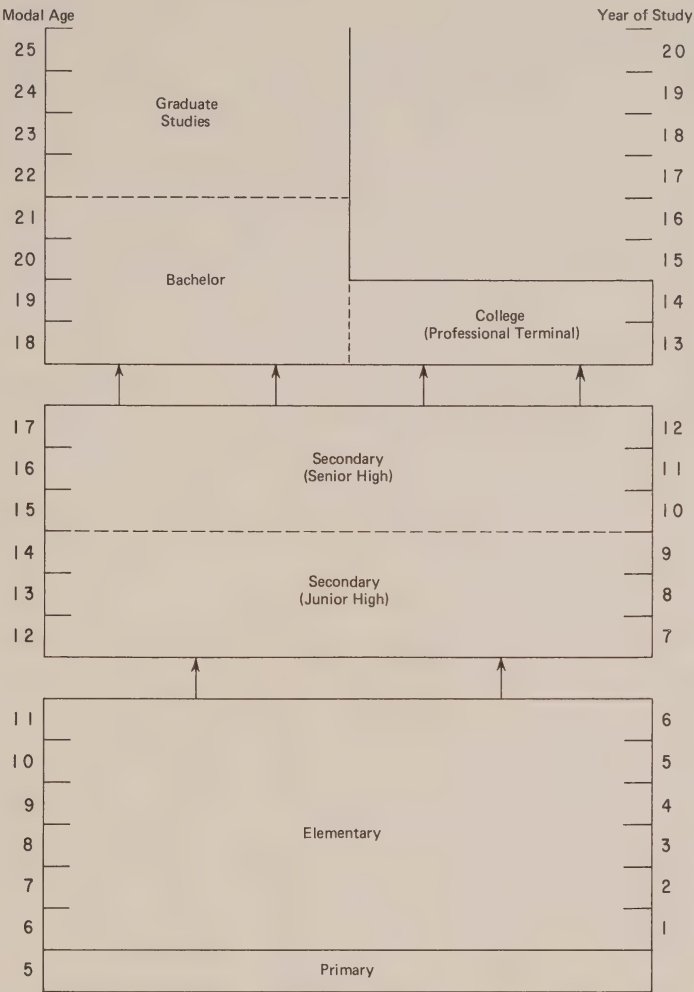
The structure of the educational system is shown in Chart 4.

Teacher Education, Certification and Conditions of Service

Candidates for teaching in Nova Scotia are trained in Nova Scotia Teachers' College at Truro and 6 co-operating universities. The certificates are all issued by the Department of Education. A council on teacher education was formed in 1954 which includes representatives from the department, the Nova Scotia School Boards Association, the Nova Scotia Teachers' Union and the universities. An early recommendation of the council, which was accordingly implemented, provided that the academic courses given at Nova Scotia Teachers' College be accorded credit as university courses.

According to the regulations of the department, there are 9 classes of teaching certificates and 2 classes of teaching permits. Specialist certificates are also granted in the following fields: industrial arts,

Chart 4 Nova Scotia Organization of the Educational System



home economics, physical education, primary education, art, music, music instrumental, business education, teaching the deaf, vocational education, psychological and testing service, social service related to education, and school library service.

Teaching certificates are granted after 3 or more years of professional and academic training beyond junior matriculation. They are valid in all grades and are issued on an interim basis for 3 years, being made permanent upon completion of 2 years of successful teaching.

The Class M and Class 1 certificates are no longer issued and are held only by persons who qualified before 1961. The Class 2 certificate requires either grade 12 graduation and one year of teacher education or grade 11 and one year each of university and teacher education. Class 3 candidates must have grade 11 graduation, 2 years of university and one year of teacher education or grade 12 and one year each of university and teacher education or grade 12 and 2 years of teacher education. The Class 4 certificate is issued to candidates with grade 11 graduation and 3 years of university and one year of teacher education. The requirement for the Class 5 certificate is an acceptable university degree and one year of teacher education (or 4 summer sessions). Class 6, 7 and 8 certificates are awarded upon completion of various levels of graduate study up to a doctoral degree.

All aspects of teacher education and certification are under close study by relevant committees of the Department of Education, as of January 1973. Extensive revision and a simplification of certification policies are to be expected.

In computing the cost of the foundation program, scales of teachers' salaries are provided by the department as guidelines. These are, essentially, a minimum scale and a higher foundation scale up to which the salary is sharable by the province. It may be exceeded by school boards if the extra funds are provided by the municipal unit. The scale makes provision for remuneration according to years of experience and the class of the teacher's certificate, and it includes salaries for correspondence supervisors and teachers on permit. Additional remuneration is paid to supervisory personnel, based on the type of position and/or the number of rooms supervised. A teacher's salary is determined according to the salary schedule on service and qualifications, as of August 1 of each year.

The duties of the teacher are defined as follows:

1. to teach diligently the subjects and courses of study prescribed under the Education Act or the regulations, as assigned to him by the school board.
2. to maintain proper order and discipline;
3. to report immediately to the trustees or his immediate superior

any case in which he has dismissed a persistently defiant or disobedient pupil;

4. to keep an accurate attendance register according to regulations;
5. to conduct such tests and examinations as are necessary to classify and grade pupils according to their abilities and attainments and advise the school board of the results when requested by the board to do so;
6. to encourage in the pupils by precept and example a respect for religion and the principles of Christian morality, for truth, justice, love of country, humanity, industry, temperance and all other virtues;
7. to give appropriate instruction regarding alcohol and drugs;
8. to give constant attention to the health and comfort of the pupils, to the cleanliness, temperature and ventilation of the school rooms, and the aesthetic conditions of the rooms, grounds and buildings;
9. to report the incidence of infectious or contagious disease and unsanitary conditions, as prescribed by the Public Health Act;
10. to report the names of all pupils with marked disabilities to the inspector;
11. to care for the school books and equipment, and the school library;
12. to conduct public examination of the school at the end of the school year after giving notice to parents, rate-payers and board members;
13. to keep all prescribed records and make them available to board members, inspectors, principals and supervisors, and to furnish information to these officials as required.

A pension fund was established in 1928 by the Nova Scotia Pension Act, which was replaced by the Teachers' Pension Act of 1949. All teachers contribute 6% of their salary to the fund and a matching amount is paid by the province. Pensions are payable to teachers when the sum of the teacher's age and the number of school years during which he was employed is 95 units or more. Where the sum is less than 95, the teacher, if employed for 35 years or more, is entitled to receive a pension reduced by 4% for each unit of the sum that the total is under 95. Other types of pensions are also provided, related to service, disability, spouses and dependents. The pension is 2% of the average of the highest 5 years' salary for each year of teaching service. The act is integrated with the Canada Pension Plan and pensions are escalated according to a formula related to the Canada Pension Index.

Technical Education

Nova Scotia Agricultural College was established at Truro in 1905 and offers 2-year diploma and degree courses. The degree program may be completed at either Macdonald College of McGill University or University of Guelph. Nova Scotia Technical College in Halifax opened in 1907 and it offers degrees in several branches of engineering and in architecture through affiliation with 5 other universities in the maritime provinces.

Three technical institutes are operated by the provincial government, one in Halifax, one in Sydney and one in Lawrencetown. The province also operates a fisheries school and the federal Department of Transport established a coastguard school in 1965 that draws students from most of the provinces.

Higher Education

Nova Scotia has 7 chartered universities, including Nova Scotia Technical College which has degree-granting powers, and there are also several colleges. Most of these have a close relationship with particular religious denominations. Dalhousie, the largest, is non-sectarian. It is the only institution with a full range of professional faculties and specialized departments. Efforts to co-ordinate all these programs began after World War I, when the Carnegie Corporation of New York sponsored a study of all levels of education in the maritime provinces and recommended the unification of university structures. This proposal was not accepted but a certain amount of co-operation developed over the years and this has gathered momentum recently. The government of Nova Scotia has for many years contributed to the support of Mount Allison University in New Brunswick to compensate for the several hundred of its residents who attend; it also co-operates with University of New Brunswick in supporting the faculty of forestry. In turn, students from New Brunswick and Prince Edward Island are accepted at Nova Scotia Agricultural College, as well as in the faculties of medicine and dentistry at Dalhousie University.

The University Grants Committee of Nova Scotia was appointed in 1964 to advise the government on the needs and financing of universities and certain other post-secondary institutions. In addition to a permanent secretariat, a full-time chairman was named in 1969. Provision is now being made for a unified commission to serve the three maritime provinces.

Nova Scotia has also created an Atlantic Institute of Education to

conduct research and co-ordinate graduate degree programs in teacher education, first among 5 of its own universities and, hopefully, in due course among the universities involved in teacher education in the other Atlantic provinces as well.

Finance

Following the recommendations of the Royal Commission on School Finance in 1954, Nova Scotia adopted the principle of a foundation program. This established a basis of partnership between the province and the local authority on 3 specific points. First, the municipal units and the province share the cost of providing the foundation program of educational services, the municipal share being based on the unit's ability to pay as determined through an equalized valuation of all taxable property in the unit. Second, no municipal unit will pay a greater share than $72\frac{1}{2}\%$ of the basic cost of the foundation program services. Third, the municipal unit may provide for services additional to those prescribed or permitted in the foundation program, with the understanding that these services are generally provided at the expense of the municipal unit.

These principles are intended to ensure that each school board has adequate resources to discharge its responsibilities with the revenue from local taxation and provincial grants. The grants are paid to school boards, in so far as possible, and are adapted to the ability to pay. They are intended to guarantee support of the foundation program.

Local levies by rural sections may be voted only for equipment, additional teachers' salaries and benefits, special education services beyond the foundation program and the payment of obligations existing on January 1, 1956. When school sections vote to raise money for these purposes, they must apply to the municipal council through the municipal school board so as to have the sums collected by an area rate under the Municipal Act.

Grants are paid as a percentage of the cost of educational services and computed separately for each city, town and municipality. The scale of cost was determined for the year 1953-54, when data on expenditures were collected. These were related to ability to pay and the provincial and municipal proportions were estimated as follows:

1. the cost of the foundation program grant, as of the year 1953-54, for teachers' salaries, maintenance and operation of schools, tuition, conveyance and boarding of pupils for city, town and municipality:

2. the return from a levy of 80¢ per \$100 levied on the full value of taxable property as determined by the Royal Commission on Public School Finance.

In determining the cost of the foundation program, teachers' salaries are calculated according to prescribed scales and other services according to scales of costs, or their actual cost if that is lower.

In no instance can the provincial proportion be less than 27½% in respect to the foundation program services. The legislation also provides that, if the province's total contribution to all boards during any year is greater than 55% or less than 45%, the original rate of 80¢ per \$100 may be proportionally increased or reduced to a level between 50% and 55%. The rate in 1973 is \$1.35 per \$100 and the provincial proportion is 66%.

Amendments to the Municipal Act in 1955 transferred the title of school buildings from the boards of trustees to the municipality in which the building was situated. The interest and /or title held by the province in regional and rural high schools was also transferred to the municipality. Before capital grants are paid, all expenditures for capital purposes must be approved by the Department of Education. Each municipal unit is responsible for the erection of school buildings within its boundaries. In the 3 amalgamation areas, title to all school capital and responsibility for the provision of school plant have been transferred from the municipal units to the amalgamated school boards and the title to regional vocational schools in amalgamation areas has been transferred from the province to the amalgamated boards.

The amounts required by the school board in each municipal unit for its share of the cost of educational services and the administration of these services must be provided by the municipal unit. The school board may borrow from other sources, should the municipal unit refuse or neglect to make provision for or to provide the sums requisitioned by the board within the foundation program and sums so borrowed become a charge against the municipal unit.

Under the provisions of the Education Assistance Act of 1969, a committee appointed by the minister of education reviews all school board budgets and makes specific recommendations to the minister respecting the amounts of grants to be made under the foundation program for the continuance, extension or additions to the educational program of each board.

The Universities Assistance Act, adopted in 1963, provided for the appointment of a University Grants Committee and the promulgation of the University Assistance Order of July 1965. Since then, the

committee has made annual recommendations to the provincial government on the operating and capital requirements of the 13 post-secondary institutions, including the 7 universities. The procedure adopted by the committee is to visit each institution and examine the plans for future development and to establish general principles for the preparation of budgets.

Bibliography

Commission Reports

- Nova Scotia. *Royal Commission on Public School Finance*. Halifax, Queen's Printer, 1954. (Pottier)
- Nova Scotia. University Grants Committee. *Survey Report*. Halifax, Queen's Printer, 1964.
- Nova Scotia. Tribunal on Bilingual Higher Education. *All Eyes Toward the Future*. Halifax, Queen's Printer, 1969.

Government Publications

- Nova Scotia. Department of Education. *Annual Reports*. Halifax, Queen's Printer.
- Nova Scotia. University Grants Committee. *Annual Reports*. Halifax, Queen's Printer.
- Nova Scotia. Department of Education. *Program of Studies in the Schools of Nova Scotia*. Halifax, Queen's Printer, 1972-73.
- Nova Scotia. Department of Education. *A Comprehensive Program for Nova Scotia*. Halifax, Queen's Printer, 1966.
- Nova Scotia. Department of Education. *Amalgamation of School Boards*. Halifax, Queen's Printer, 1970.
- Nova Scotia. Department of Education. *Atlantic Institute of Education*. Halifax, Queen's Printer.

Chapter 4

Ontario

Overview

Table 8

	1867	1921	1961	1971
Population	1,525,000	2,934,000	6,236,000	7,703,000
Enrolment:				
Elementary-secondary (public only)	389,000	637,500	1,389,200	2,022,400
Post-secondary	n.a.	11,500	48,800	175,000
Teachers:				
Elementary-secondary				93,000
Post-secondary				13,586

Compulsory attendance has been enforced since 1870. It is now required of all children between the ages of 6 and 16, although in rural areas the terminal age may be reduced to 14. Kindergarten is voluntary at the age of 5 and is offered in many schools. The elemen-

tary school normally covers 8 years of instruction and is followed by a 5-year secondary school, the fifth year of which is preparatory for university. Students in the non-academic courses may complete high school in the twelfth year. Provision is made for Roman Catholic separate schools to offer 10 years of instruction under the jurisdiction of elementary separate school boards and supported by a separate tax roll. As of January 1969, both public and secondary school boards were re-grouped in county units, the number of boards being reduced to about 200. There is a Metropolitan Board for Greater Toronto. The post-secondary institutions include 14 publicly supported universities and 22 colleges of applied arts and technology.

Historical Summary

The Province of Upper Canada (Ontario) was created in 1791 by the Constitutional Act, which separated it from Lower Canada (Québec). When the first legislature of the new province met in 1792 at Niagara-on-the-Lake, there were already about 50,000 white settlers, most of whom were refugees from the newly independent United States. Besides these Loyalists there was a small but steady stream of immigrants from the British Isles. The new colonial government, in 1797, appropriated 500,000 acres of land, from the sale of which it was expected there would be sufficient revenue to support grammar schools and a university. There was no provision, however, for elementary education.

Grammar schools were established at Kingston and Niagara but the university, which was to have been opened at the new capital, York (Toronto), was slow in developing, partly because of disputes between the authorities of the Church of England led by Bishop Strachan and the leaders of the other religious denominations.

It was not until 1807 that the first legislative action was taken to support schools. The District Public School Act provided for a school in each of the 8 administrative districts of the province, to be operated by an appointed school board. The schools were actually secondary institutions intended for students preparing to enter university and they were supported partly by tuition fees. Consequently they failed to meet the demands of settlers, who had insisted ever since their arrival that the government should accept its obligation to provide education for all the children of the province.

This acknowledgement came finally in 1816 when the first Common Schools Act was adopted. Under this legislation the schools were actually built by local subscription and maintained by rate bills paid by the parents but they were operated by locally elected trustees and

supported, in part, by government grants toward the salary of the teacher. Amendments in 1820 and 1824 broadened the scope of the act by creating a provincial general board of education, with power to prescribe textbooks and determine the qualifications for teachers.

Progress was slow, however. Social unrest and religious disputes created widespread tension resulting in the Rebellion of 1837, followed by the enquiry and report of Lord Durham. The educational standards of the province were described as deplorable and Durham criticized particularly the low level of teachers' salaries and the use of a large number of textbooks from the United States. His recommendation that Upper and Lower Canada should be reunited resulted in the Act of Union of 1841 and the General School Act which followed. The operation of a common system was found to be impossible from the outset and a new act was adopted for Canada West (Ontario) in 1843, and another for Canada East (Québec) in 1845.

The chief executive officer in each province was given the title of superintendent of education and, in Canada West, the choice fell on Egerton Ryerson who, between 1844 and 1875, laid the foundation of the school system of Ontario. A revision of the act in 1846 centralized the authority in education under a provincial board of education, which advised the superintendent and through him the government on all major matters of educational policy. The board subsequently became the Council of Public Instruction and its membership was raised from 7 to 9 representative citizens but the function remained unaltered throughout Ryerson's administration and the school system was, in effect, outside the government structure, although it was not by any means outside politics.

The board and council were responsible for distributing government grants, prescribing the course of study, approving textbooks and the training of teachers, which was provided through a normal school opened in 1847. District and county superintendents retained their power to inspect schools and certify teachers and local trustees were permitted to choose between collecting fees and imposing taxes, through the municipal councils, to meet their share of the costs. A dispute occurred in 1848, when the Toronto School Board decided to impose taxes which the city council refused to levy and the schools were closed for a year in consequence. The Common Schools Act of 1850 was designed to prevent a recurrence of similar disputes. It gave the school boards fiscal autonomy, requiring municipal councils to add the school board levy to their tax bills and transfer the proceeds to the school authorities. Although fees were still permitted, the principle of universal education was established and Ontario

entered Confederation with a school system operated by a central department, a normal school for the training of teachers, and provision for local participation in the management of schools.

In 1870 public schools were made free and attendance compulsory. Changes in nomenclature were introduced, common schools becoming elementary and the grammar schools being changed to high schools or collegiate institutes. Local superintendents were given the title of regional inspector and the central authority became responsible for examinations for entrance to high school and for the certification of teachers. With the retirement of Dr. Ryerson, the title of chief superintendent was abolished in 1876, and the first minister of education was appointed to administer the school system through the Department of Education.

In 1855, Roman Catholic separate schools were removed from the application of the Common Schools Act and were placed under their own school boards, to which separate school supporters paid their taxes. Separate school legislation was revised again in 1863 and it was the provisions of this act which became inscribed in the British North America Act at Confederation in 1867.

In 1896, the minister of education, the Hon. George Ross, described the Ontario school system as "an organized whole providing free education to all persons under 21 years of age". Children, he said, were protected against the selfishness and neglect of parents by compulsory attendance; trustees against the incapacities of teachers by inspection; education against the caprice of the public by the election of trustees; while all schools, including separate schools for Roman Catholics, were required to meet the same standards of efficiency.

The system gradually expanded and developed during the first half of the present century, the most spectacular progress being in technical education. An Industrial Education Act was adopted in 1911, which led to the introduction of vocational programs and enabled Ontario to take full advantage 10 years later of the federal government's Technical Education Program that offered assistance to all the provinces. Indeed, when the agreement first expired in 1929, Ontario was the only province in a position to claim its full share of the benefits. Further advances have been made possible by co-operation of the 2 governments during World War II and in the 1960's.

A royal commission on education conducted a large scale enquiry into the school system between 1945 and 1950. Sweeping changes were recommended in local administration, school organization and teacher education. Some of these were gradually introduced in the

following years and progress was particularly marked in decentralizing control over the course of study and approval of textbooks. It remained, however, for another committee, appointed to study the aims and objectives of education in the schools of Ontario, to recommend a thorough revision of policies and practice at all levels of the school system. This study was completed in 1968.

Higher education developed through the combined efforts of government, religious authorities and private supporters. Although the charter of King's College was granted in 1827 and Bishop Strachan was named as president, instruction did not begin until 1843 and the institution soon afterward became University of Toronto. Meanwhile, because the college was dominated in the early years by the Church of England, other religious denominations claimed similar privileges. Queen's University was founded at Kingston by Presbyterians in 1841; Victoria University was opened in the same year by Methodists at Cobourg; and the Oblates established a College of Bytown in 1848 and it grew into University of Ottawa. In the last half of the century other church-related universities were also founded, by Anglicans in London (The University of Western Ontario) and Baptists in Toronto (McMaster University). In 1890, University of Toronto became a federation of colleges and universities (including Victoria, McMaster, St. Michael's and Trinity College) and since then it has enjoyed a special status with a large measure of government support.

McMaster University became independent of Toronto in 1930 and, following World War II, a number of new university charters were granted to meet the growing demand for higher education. The Department of University Affairs was created in 1964, the minister of education becoming also minister in the new department. The decision to establish colleges of applied arts and technology introduced a new element in the educational structure. The first of these colleges was opened in 1966 and 22 are now operating on more than 60 campuses across the province. For several years the CAATs, as they are called, were administered by the Ministry of Education but, in 1971, a new Ministry of Colleges and Universities was formed and placed under the direction of a separate minister.

Departmental Structure

The minister of education is a member of the executive Council (the cabinet), and as minister is required to preside and have charge of the Ministry. He is responsible for the administration of the Ministry of Education Act and the regulations thereunder, and

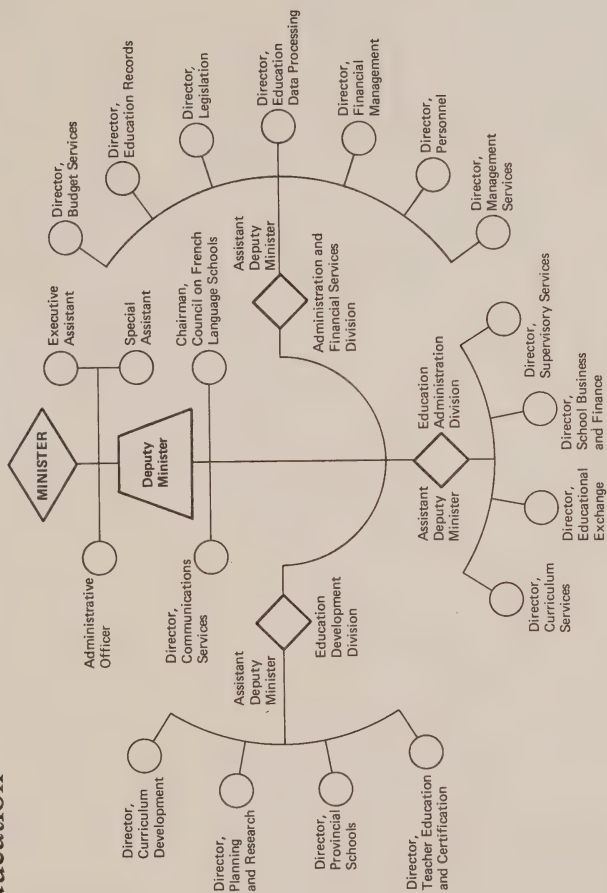
such other acts and regulations as may be assigned to him by the Lieutenant-Governor-in-Council. He is required also to submit an annual report on the affairs of the ministry to the Lieutenant-Governor.

The policies and authority of the ministry are completely centred in the minister, both through the Ministry of Education Act and other legislation related to schools. The related legislation includes: the Public Schools Act; the Secondary Schools and Boards of Education Act; the Separate Schools Act; the Schools Administration Act; the Ontario School Trustees' Council Act; the Ontario Teaching Profession Act; the Teachers' Superannuation Act.

Matters referred to in the Ministry of Education Act on which the minister is empowered to act and, if necessary, make regulations with the approval of the Lieutenant-Governor-in-Council include the following:

1. *Schools* – the establishment, organization, administration and government of schools supported in whole or in part with public money;
2. *Grants* – the apportionment and distribution of money appropriated or raised by the legislature;
3. *Studies* – the definition of areas of study and the granting of permission to boards or teachers to define the courses of study;
4. *Teachers* – the establishment and government of colleges for the professional education of teachers or agreement with a university or college to provide professional education for teachers;
5. *Complaints* – the appointment of a commission of enquiry to report on any school matter;
6. *Special schools* – the administration of schools for the Deaf and partially deaf and the Blind and partially blind;
7. *Teachers licences* – the granting of permanent, temporary, interim, special and other certificates of qualification to teachers;
8. *Schools on Crown lands* – the establishment and government of elementary and secondary schools on Crown lands;
9. *Agreements with other departments* – agreements with other government departments, including the federal Department of National Health and Welfare, the Minister in charge of the Indian Act (Canada) and the Department of Manpower and Immigration;
10. *Miscellaneous* – regulations respecting school libraries, school gardens, the training of supervisory personnel, and the evaluation of standing of persons from other provinces;
11. *Private schools* – registration annually of all private schools as required by the Ministry of Education Act.

Chart 5 Ontario Ministry of Education



In 1972, the Ministry of Education was reorganized, but the duties of the minister and deputy minister remained unchanged. The deputy minister is the senior administrative official of the ministry and is responsible for carrying out the educational policy of the government.

Two functions of the ministry are the direct responsibility of the deputy minister: the public information services branch, which disseminates information through the school system and to the public, at large, and the council on French-language schools, which is charged with long-range planning for the development of French-language education in the province. The chairman of the council holds the rank of an assistant deputy minister.

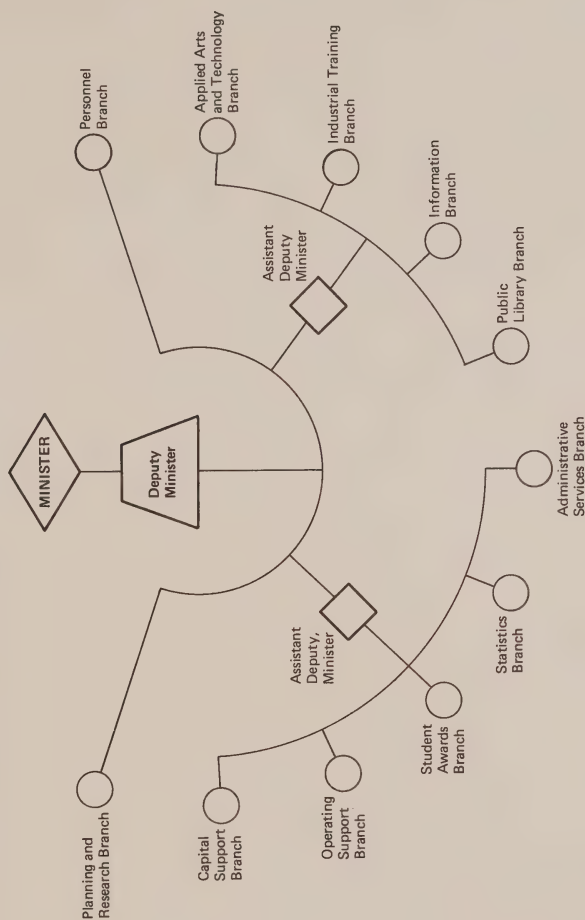
The administration of the ministry is organized in 3 divisions, each of which is under the direction of an assistant deputy minister. The education development division includes 4 branches: curriculum development; planning and research; provincial schools; and teacher education and certification. The education administration division also has 4 branches: curriculum services; educational exchange and special projects; school business and finance; and supervisory services. In addition, it is responsible for the operation of the regional offices which serve to decentralize many of the functions of the ministry. The administrative and financial services division is responsible for 8 branches: budget services; educational data processing; education records; financial management; legislation; library and information centre; management services; and personnel.

The deputy minister and assistant deputy ministers form a management committee, meeting frequently to co-ordinate the activities of the ministry and recommend action within the stated spheres of their responsibility. The Department of Education is organized as shown on Chart 5.

A separate Department of University Affairs was created in 1964, and the minister of education was given responsibility for its direction. In 1971, the jurisdiction of the department was extended under the Department of Colleges and Universities Act and a separate minister was appointed to preside over it.

Under the Ministry of Colleges and Universities Act, as amended in 1972, the minister is made responsible for the administration of the ministry, applying the acts and regulations as assigned to him by the Lieutenant-Governor-in-Council. He determines the amount of any capital expenditure of a university or college through the Ontario Universities Capital Aid Foundation, subject to the approval of the Lieutenant-Governor-in-Council. He is also authorized to make regulations governing the terms and conditions on which

Chart 6 Ontario Ministry of Colleges and Universities



grants are made to post-secondary students and for apportioning and distributing the legislative grants to universities, colleges and other post-secondary institutions.

He may also make regulations, subject to the approval of the Lieutenant-Governor-in-Council, with respect to the colleges of applied arts and technology:

1. providing for the composition of the Ontario Council of Regents;
2. providing for the composition of the board of governors of each college;
3. prescribing the powers and duties of governors;
4. prescribing the type, content and duration of all programs of instruction;
5. prescribing the requirements for admission;
6. for granting certificates and diplomas following successful completion of the programs;
7. prescribing the qualifications and conditions of service of members of the teaching staff.

The deputy minister is the senior administrative official in the ministry and there are at present 2 assistant deputy ministers. The branches and agencies are as follows: administrative services branch; applied arts and technology branch (administered by the Department of Education until 1971); capital support branch; industrial training branch (formerly under the Department of Labour); information branch; operating support branch; personnel branch; planning and research branch; statistics branch; students awards branch.

The act of 1972 also placed under the direction of the ministry the following outside agencies: Public Records and Archives; Ontario Heritage Foundation (established 1967); Province of Ontario Council for the Arts (created in 1963 under the Department of Education); Provincial Library Service; Ontario Educational Communications Authority (established in 1970, formerly educational television branch, Department of Education); Registered Nursing Assistants Schools (formerly under the Department of Health).

In 1973, the Registered Nursing Schools were added to the list.

Under the Government Reorganization Act of 1972, the Ministry of Colleges and Universities became part of the social development policy field, along with the ministries of Education, Health, and Community and Social Services. The organization of the ministry is shown in Chart 6.

Local Administration

Until a few years ago, Ontario had a large number of school boards,

most of them administering school sections about 4 miles square. In 1964, legislation was passed making the township the smallest administrative area and this reduced the number of boards from more than 3,200 to about 1,670.

In 1968, another reduction was made by creating divisional boards of education, frequently called "county boards," for public elementary and secondary education. The divisional boards absorbed the independent rural and small urban school boards in the southern part of the province into relatively large units, assuring virtual equality of educational facilities in the most heavily populated areas of the province. A few large city boards of education retained their identity.

Provision was also made through separate legislation in the same year for the formation of county or district combined Roman Catholic separate school boards, which may be formed after the establishment of a county or district combined Roman Catholic separate school zone, which is a union of separate school zones in a county or district.

In both public and separate school sectors of the system, there remain a relatively small number of rural elementary school boards in sparsely populated areas, mostly in the northern areas of the province.

In addition to these, the legislation provides for a number of exceptional boards. Among these are public school boards on public lands, owned either by Canada or Ontario, or on lands exempt from taxation for school purposes, such as certain public utilities or charitable organizations. Having decided that a school should be established, the minister may appoint a school board which has all the authority of a regularly elected public school board. Financing is provided by direct grants.

Another exception is the existence of Protestant separate school boards, which may be established if all the teachers in the public school or schools in an area are Roman Catholics. There are only 2 boards of this type and the taxes of the supporters are paid to the Protestant separate school board, as are the provincial grants.

In 1972, the types and number of school boards were classified as follows:

Boards of education	Combined R.C. separate boards	Public school boards	Other R.C. boards	Other boards	Total
76	49	36	12	31	204

About 1,400 former school boards were absorbed by this reform. The Metropolitan Toronto School Board is not included in the above table because it is not an operating board of education, its function being the co-ordination and financing of the 6 boards of education in the Metropolitan Toronto area.

Public school boards and separate school boards, and those listed as "other", are elementary in character.

School boards, of whatever type, are an integral part of the school system and they function with clearly defined responsibilities outlined in legislation and regulations. Within these limitations, they have considerable freedom to provide the type of educational services desired by their electors.

A board of education is a non-sectarian school board, responsible for both public elementary and secondary schools in its administrative area. Both in administration and financing, these 2 aspects are kept separate but the same elected trustees act in both functions. Separate school supporters are represented on the board of education for secondary school purposes only.

The chief educational and executive officer of a board of education is the director of education, whose qualifications are stated in the regulations. His appointment (or dismissal) must be approved by the minister and, although he is employed by the local authority, he is responsible to both the school board and to the minister in the performance of his duties as listed in the Schools Administration Act and the Secondary Schools and Boards of Education Act.

The chief educational and executive officer of both public and separate school boards is the superintendent. He is likewise responsible to both the board and the minister.

Some of the duties of school boards, as prescribed in the legislation and regulations, are mandatory and others are permissive. The legislation requires that boards be properly organized, with adequate and qualified administrative staff. It also requires the boards to provide schools and equipment on a scale sufficient to accommodate all children who have the right to attend school. The school property must be insured and the premises properly maintained and protected. The board must select a principal and an adequate number of teachers qualified to teach according to the school acts and regulations. Finally, the board must provide textbooks required by the regulations free of charge to pupils attending the schools in their jurisdiction.

The optional sections are more numerous, allowing boards wide latitude in the provision of educational services that may be desired in the territory under their jurisdiction. Many of these services are

common in local school systems throughout the province but, without the authority of the minister, the legality of the expenditures could be questioned.

School Organization and Operation

The conventional grade-pattern organization of schools is being modified to meet the requirements of the continuous progress approach to teaching. The word "year" is being substituted for "grade" in describing chronological transition.

The detailed course of study has been replaced by curriculum guidelines circulated by the curriculum authorities of the ministry, from which teachers plan their courses to suit the needs of their situation. Assistance to teachers and principals is provided by the personnel of the ministry through the regional offices.

For more than 20 years, the curriculum has been divided into divisions, which are used to identify the programs of learning. Thus, the first 3 years of school form the primary division; the second 3, the junior division; the seventh to tenth, inclusive, the intermediate division and the final 3, the senior division. These groupings of study areas and the guidelines appropriate to them are subject to a continuing revision, known as the cyclic review. Altogether there are about 150 guidelines extant.

Individualized instruction requires that children be able to move freely within an area of study, such as the primary or junior divisions, according to their abilities or aptitudes. The former method of holding a whole class to an average unit of learning lasting one year is giving place to a more flexible policy, which is now being applied through the whole school system.

In secondary education, a credit system has been adopted. Considerable latitude is allowed students in choosing their subjects, provided they are drawn from four areas of study: communications, social and environmental studies, pure and applied sciences, and arts. Although no subject is considered obligatory, each first-, second- and third-year student is required to select at least one subject from each of these categories. The remaining 15 credits may be chosen from any of the 4 areas of study. Specific subjects may be made compulsory for any student by agreement between the student, his parents and the principal, so long as the student is under 18 years of age.

To obtain the Ontario secondary school graduation diploma, usually at the end of 12 years of schooling, the student must have obtained a minimum of 27 credits, the credit normally calculated on one conventional 40-minute period each day throughout the school

year. The thirteenth year, which has been a feature of the Ontario school program for over 50 years, was originally regarded as equivalent of the first year of university and leads to the Ontario secondary school honour graduation diploma. This is normally required for admission to the universities. The provincial external examination which was given for many years on the completion of grade 13 has now been discontinued, and the final examination is now conducted in and by the schools.

The requirement for the honour graduation diploma is an additional 6 credits in honour diploma level work. These are normally obtained in the fifth year of secondary school, but some may be taken earlier if ability and opportunity make it possible. Although teachers have more flexibility than formerly in developing honour graduation level courses, the academic standards are maintained by local supervisory officials.

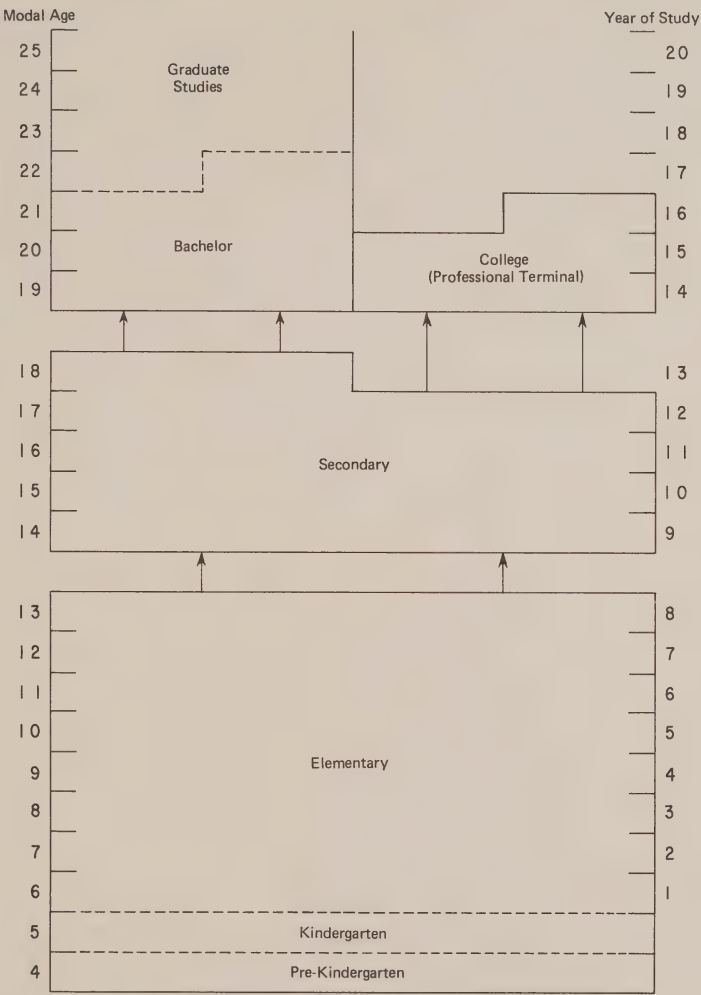
The Royal Commission on Education in 1950 recommended a restructuring of the system on a 6-4-3 plan: a 6-year elementary school, 4-year secondary school and 3-year junior college. This plan was never implemented, however, partly because of difficulties that would arise with respect to the separate schools. In 1968, the committee on aims and objectives of education proposed that grade 13 be discontinued and its curriculum be absorbed in a 12-year continuum, following kindergarten. So far, this change has not been introduced either. Thus, the pattern of school organization in Ontario, as shown in Chart 7, differs considerably from that of the other provinces.

The length of the academic year for elementary and secondary schools in 1973-1974 is 197 days. Of that period, there must be a minimum of 185 instructional days, on which programs are offered (including examinations) to all students. The dates for beginning and ending the school year may not be changed, but modifications of the details of term dates are now allowed school boards, with prior permission of the ministry.

The school year is divided into 3 terms. The fall term begins the Tuesday after Labour Day and ends on December 22, except when it falls on a Monday; the winter term commences on January 3 and ends on the Friday preceding March 21, except when January 3 falls on a Friday; and the spring term begins on the second Monday after the end of the winter term and ends on June 30, except when that date is either a Monday or Tuesday when the term ends the preceding Friday.

The Schools Administration Act recommends that each teacher inculcate loyalty and love of country by precept and example, and

Chart 7 Ontario Organization of the Educational System



the regulations specify the use of the flag and the singing of the national anthem as part of the daily opening and closing exercises. Religious education is based on the philosophy that schools exist for the purpose of preparing children to live in a democratic society which bases its way of life on the ideals of western civilization.

Teacher Education, Certification and Conditions of Service

The traditional pattern of teacher education in Ontario has been altered since 1966, when the Minister's Committee on the Training of Elementary School Teachers presented its report. Previously, elementary teachers had attended more than a dozen teachers' colleges and secondary school teachers were trained at Ontario College of Education in Toronto. The committee recommended that elementary teachers should have a degree in order to qualify for admission to teacher training and that teacher education should be transferred from the colleges to the universities.

The first steps in this transition were the establishment of a faculty of education at Lakehead University (1969), into which Lakehead Teachers' College was incorporated, and similar action at University of Windsor (1970), Brock University (1971), York University (1972) and bilingual programs at University of Ottawa and Laurentian University of Sudbury. Meanwhile, September 1973 was fixed as the date after which an approved basic or higher degree would become a prerequisite for admission.

The training of secondary teachers was also decentralized with the establishment of colleges of education at Queen's University at Kingston (1965), The University of Western Ontario (1968), the faculty of education at University of Ottawa and the transfer of Ontario College of Education, which in 1972, became the faculty of education of University of Toronto.

In most of these institutions provision is now made for separate programs for elementary and secondary candidates who have completed studies for the academic degrees but York University has inaugurated a 4-year and 5-year integrated program of interdisciplinary and specialized studies, and professional training. The degree program is concurrent with the program in the faculty of education and it leads to recommendation for certification as either an elementary or secondary school teacher.

While progress has been made with these reforms, several teachers, colleges remain under the direction of the Ministry of Education.

The interim elementary school teachers' certificate is granted by the

ministry after successful completion of the one-year course at teachers' college or faculty of education and is valid for 5 years.

The interim high school assistant's certificate, type B, is granted to candidates holding a 3-year pass or general arts degree (45 credits) from an approved university with credit in the required courses on the completion of professional training. The candidate must be a Canadian citizen or landed immigrant who has the intention of becoming a citizen.

The interim high school assistant's certificate, type A, may be granted to a candidate holding a 4-year or honours degree (60 credits) and successful completion of the training course, followed by 2 years of teaching experience.

Each of these certificates may be made permanent after 2 years of successful teaching.

A Letter of Standing, entitling the holder to teach in a secondary school for one year may be granted by the minister to a university graduate from any country or province who can meet the following conditions: the university transcript must indicate that the holder has met the academic requirements applied to Ontario graduates, and the candidate's professional training must fulfill the requirements of the ministry. If the candidate is from outside Canada, he may be required to meet a special committee of the ministry and he must have landed immigrant status or have applied for Canadian citizenship.

Interim vocational and interim occupational certificates, types A and B, are also issued and become permanent after 2 years of successful teaching.

The Ontario Institute for Studies in Education provides major facilities for the attainment of graduate degrees in education and related fields. It offers programs leading to the degrees of Master of Education, Doctor of Education, Master of Arts, Master of Philosophy and Doctor of Philosophy through the school of graduate studies of University of Toronto.

All teachers who are employed on a yearly basis by a school board come under the terms of either a permanent standard contract or a probationary contract, both of which are entered in the regulations of the ministry. A teacher may be employed for a probationary period (a) of not more than 2 years if he has less than 3 years' experience, or (b) of not more than one year if he has 3 or more years' experience. Such a contract may be terminated by a board without stating cause and the teacher has no recourse to the board of reference. A permanent contract remains in force until terminated in accordance with an act administered by the ministry or the regulations

of the ministry. If the contract is terminated, the teacher may challenge the validity of the reasons stated by applying for a board of reference. Decisions of the board are binding.

The teachers' superannuation fund is administered by the Teachers' Superannuation Commission, which is a statutory body with 11 members, 6 of whom are appointed by the minister. 5 members are elected by the 5 teachers' federations to serve for 3-year term. The minister appoints one member as chairman, also for a 3-year term. The financial aspects of the fund are under the control of the provincial treasurer.

Contributions are at the rate of 6% from the teacher, with which the premium of the Canada Pension Plan is integrated, and 6% from the school board or other employer. Calculation of the pension is based on the highest average salary during 7 years of the teacher's career.

Every person who has credit in the pension fund for the number of years which, added to his age, totals at least 90 years is entitled to an annual superannuation allowance during his lifetime. This is known as a type A pension. A person who has contributed to the fund for 30 years or more may retire on a somewhat reduced pension, determined by a formula calculation. This is popularly known as a type B pension. Other forms of pension are also available.

Technical Education

Technical education and training in business skills, which employer and labour groups began to demand at the turn of the century, were the subject of independent enquiries by the governments of Ontario and Canada. As a result, the Technical Education Act (1911) introduced a regular program of technical education into the educational system of the province. This was expanded after World War I through agreements between the federal and provincial governments.

The building of vocational schools not only served the young people of school age, it increased the facilities for evening classes for the public at large. During this period, the policy was to build technical schools or institutes to serve students considered to be non-academic.

The program of technical education was greatly expanded after World War II, with support from the federal authorities for youth training and apprenticeship. Ryerson Polytechnical Institute in Toronto developed a particularly successful program and, in 1971, it was granted a university charter enabling it to offer certain degrees.

During the 1960's, as the concept of the comprehensive school became more widely accepted, technical and vocational subjects were integrated in the general curriculum of secondary schools, in preparation for employment or, after 1966, for entry to the colleges of applied arts and technology. These colleges have now been placed under the jurisdiction of the minister of colleges and universities.

Higher Education

The development of higher education in Ontario falls into 3 stages. Six universities – Toronto, Queen's, Ottawa, Western Ontario, Waterloo-Lutheran and McMaster (which moved from Toronto to Hamilton in 1930) – were founded before World War II. Three other university charters were granted before 1960: Carleton, York, and Waterloo. Seven more institutions were chartered in the early 1960's, including Brock, Guelph, Lakehead, Laurentian, Trent, Windsor and the Royal Military College, which is operated by the federal Department of National Defence. In addition, the status of several specialized institutions was altered – Ontario College of Art and Ryerson Polytechnical Institute – and a charter was granted to Ontario Institute for Studies in Education. All these institutions are now under the jurisdiction of the Minister of Colleges and Universities.

In 1969, a commission on post-secondary education was appointed by the government to plan the development of post-secondary education in Ontario through the 1970's. Having completed a number of special studies and two series of public hearings in various centres through the province, the commission submitted its final report and released it to the public early in 1973. Government action on its recommendations may be expected in the near future.

Finance

Education in the public and separate schools is financed through a combination of local taxes and provincial grants. Local revenues, which are currently about 40% of the total operating costs, are derived from levies on real estate and business assessment. The school board prepares and submits to the municipal council concerned an estimate of all the sums required to operate the schools during the year. This includes estimates of revenue and expenditures and it makes allowance for any surplus from the previous year which may be available or any deficit that must be taken into account. Since 1970 all school boards have been limited in their ordinary expenditure

by ceilings which are established by the Department of Education on the basis of per-weighted student.

Each local municipality raises the sums required by the school boards by means of rates assessed on taxable property. Supporters of separate schools pay at the rates applied to separate schools and secondary schools. Municipalities may also levy taxes for special purposes.

The legislative grants are made for operating purposes, for capital purposes and as stimulation grants. Operating grants at present amount to about 60% of school board revenues and are in the form of basic tax relief and equalization payments. The former are based on average daily attendance in the schools under the board according to a specific rate which varies with the proportion of pupils attending different types and levels of classes. The latter are based on a calculation of the provincial equalized assessment, by which the local assessment of a municipality is adjusted to a provincial equalization factor determined by the Department of Municipal Affairs.

Grants for capital purposes take the form of basic tax relief, equalization and growth need payments. These also take into account the average daily attendance, including secondary and vocational courses. The equalization grant decreases as the board's provincial equalized assessment per classroom unit increases. The growth need grant is computed by multiplying the recognized extraordinary expenditure by a fixed rate and the percentages are different for elementary and secondary schools.

Stimulation grants are paid in respect to evening courses, free instruction in industrial arts and home economics, purchase of library books, distribution of free milk, inspectors employed by local authorities, membership fees in the Ontario School Trustees' Council, acquisition of school sites, purchase of textbooks and larger units of administration.

Extraordinary expenditures, which include long-term debt charges, transportation and capital purchases from revenue funds are met jointly by the local municipalities and the province. The provincial treasury pays for the excess of approved expenditures over the revenues raised by application of a nominal mill-rate on equalized assessment within a board's boundaries.

A special committee on the costs of education in Ontario was appointed in 1971 to make an over-all study of all aspects of the costs of education. The report of this committee, which is expected in 1973, may alter present policies.

In 1967-68, the Department of University Affairs adopted a policy of providing operating support for the 14 universities through for-

mula financing. This was intended to ensure equitable support for the institutions, while preserving internal autonomy and to offer an incentive for efficiency and good management. The policy has been continued by the Ministry of Colleges and Universities.

Eight categories of students are recognized by the formula and a weight is assigned to each. This is used in calculating the *basic income unit*, which may then be adjusted from year to year. In the first year, the value of the BIU was \$1,320 and this has gradually been raised to the level in 1972-73 of \$1,765.

Supplementary formula grants have also been made to the younger universities to allow for initial development and, after a special study of space utilization and physical resources, a capital formula was adopted in 1969 to be applied to future building projects. On this basis, space and cash flow entitlements were calculated and approved for the period from 1969 to 1974. With the transfer of responsibility for the colleges of applied arts and technology to the new Ministry of Colleges and Universities in 1972, formula financing has been applied to the colleges as well.

An adjustment to the policy on formula financing was introduced in 1973, when it was found that actual enrolment was falling short of the estimates in many institutions. According to the minister's announcement, beginning in the 1973-74 fiscal year, formula grants will be based on the actual student enrolment of the previous year at each institution, rather than on the current enrolment. This is referred to as "slip-year" financing.

A new element in estimating the costs of higher education was introduced in 1972, when municipalities were paid certain sums in lieu of taxes on universities and colleges. During a transition period, municipal authorities were permitted to collect a tax of \$25 for each registered student in all colleges and universities. The long-term policy, to be fully implemented by 1975, will be based on the provincial valuation of properties used for the purposes of education.

Bibliography

- Harris, Robin S. *Quiet Evolution*, a Study of the Educational System of Ontario. Toronto, University of Toronto Press, 1967.
- Committee of Presidents of Universities in Ontario. *Towards 2000*, the Future of Post-secondary Education in Ontario; brief to the Commission on Post-secondary Education in Ontario. Toronto, McClelland and Stewart, 1971.

Commission Reports

- Ontario. *Report of the Royal Commission on Education*. Toronto, King's Printer, 1950. (Hope)
- Ontario. Department of Education. *Living and Learning*, Report of the Provincial Committee on Aims and Objectives of Education in Ontario. Toronto, Newton Publishing Company, 1968.
- Ontario. Commission on Post-secondary Education in Ontario. *The Learning Society*. Toronto, Ministry of Government Services, 1972.

Government Publications

- Ontario. Ministry of Education. *Annual Reports*. Toronto, Queen's Printer.
- Ontario. Ministry of Colleges and Universities. *Annual Reports*. Toronto, Queen's Printer.
- Ontario. Ministry of Education. *New Dimensions*. Toronto, 10 issues per year.
- Ontario. Ministry of Education. *Ontario Department of Education News*. Toronto, internal quarterly.

Chapter 5

Québec

Overview

Table 9

	1867	1921	1961	1971
Population	1,123,000	2,361,000	5,259,000	6,028,000
Enrolment				
Elementary-secondary (public only)	193,800	458,000	1,097,700	1,585,800
Post-secondary	n.a.	9,400	58,200	136,500
Teachers:				
Elementary-secondary				77,978
Post-secondary				10,500

Compulsory attendance was introduced in 1943 and is now applied to all persons between the ages of 6 and 16. Kindergarten is voluntary and is offered in many schools. The elementary school covers grades 1 to 6 with provision for continuous progress and remedial pro-

grams. The secondary school offers a 5-year comprehensive program. The first 2 years are an orientation period and promotion throughout the 5 years is by subject, with a final departmental examination required for graduation. Post-secondary education, generally speaking, begins in the public colleges of general and vocational education (CEGEPs) which offer free tuition in a 2-year program leading to university and 3-year courses leading to employment. There are 7 universities, 4 of which are French-language institutions and 4 of the 37 colleges offer instruction in English. As of 1971, school boards were re-grouped in regional units, with separate boards for Roman Catholics and Protestants.

Historical Summary

Québec was a colony of France during the first 150 years of her history. Founded in 1608, the first schools came into existence soon afterward as missions for the conversion of the natives and they served the children of the colony as well. Following the example of Europe, they were charitable institutions founded by religious orders and in the early years the Jésuites and Ursulines maintained schools for boys and girls in Québec, while the Sulpicians and a Canadian order, la Congregation de Notre Dame, provided counterparts in Montreal. Collège des Jésuites in Québec, the precursor of Université Laval, was opened in 1635 and later became part of Bishop Laval's Grand Séminaire. The Petit Séminaire was also founded for the preparation of candidates for the priesthood and a trades school was opened at St. Joachim in 1670. This framework was expanded during the next century. Mission and village schools were established in different centres of the province, either by the parish priests or the religious communities. However, the more prosperous and professional classes continued to send their children to France for most of their education.

There was little change after the colony became British, for the attitude in England, as in France, was that education was a work of charity to be left to religious and private groups. However, with the arrival of settlers from Scotland and New England, there were demands for the common schools to which they were accustomed, and it also became clear that the French schools could not continue to operate without recognition and support from the government. After 30 years of indecision, the authorities were forced into action. Their first plan was to centralize education under the Anglican and Roman Catholic bishops, but when this was rejected they accepted the principle of local responsibility. This was first recognized in the

Fabrique School Act of 1824, which permitted each parish corporation to devote a quarter of its budget to the foundation and maintenance of schools. Four years later, "the Act for the Encouragement of Elementary Education" was adopted and it provided for a system of subsidies to be paid to an elected board of trustees in each parish or township entrusted with the "sole direction, control, management and administration of schools". As this measure placed a good deal of influence in the hands of the members of the legislative assembly, the new institutions were usually called "assembly schools".

Three principles had been slowly emerging: state intervention, decentralization and diversity in the types of institutions. The Durham Report recommended that the school system should be removed from political influence, public schools must offer different religious instruction for Roman Catholics and Protestants, a proper system of inspection should be introduced and normal schools should be established to improve the quality of teaching. These principles and recommendations were reflected in the Education Act of 1841, which was the basis for creating two distinct systems for the newly united provinces of Canada East and Canada West.

The new act provided for municipal corporations with power to levy taxes, build schools, manage schools, examine teachers and permission was granted for minority dissent. By a revision of the act in 1846 schools were declared confessional and special status was accorded to the cities of Québec and Montreal, in each of which 2 school boards were appointed, one Roman Catholic and one Protestant. Three normal schools were opened in 1857, 2 Roman Catholic and one Protestant and a Council of Public Instruction was established in 1859 with representation from the clergy and laity of both religious groups.

Under this structure, Hon. P. J. O. Chauveau served as superintendent and when, after Confederation, he became the first premier of Québec, he also continued to act as minister of public instruction. The first Education Act for the new province was approved in 1869 and revised in 1875. It made a clearer division between the Roman Catholic and Protestant sectors and recognized a greater degree of autonomy by dividing the council into two confessional committees. The revision in 1875 altered the membership of the council, providing that all Roman Catholic bishops should be members, together with an equal number of Catholic laymen and a similar number of Protestants. From that point until the reforms of the 1960's the 2 committees were virtually responsible for the management of 2 separate confessional systems, with complete authority over the management and inspection of schools, the curriculum and textbooks, the oper-

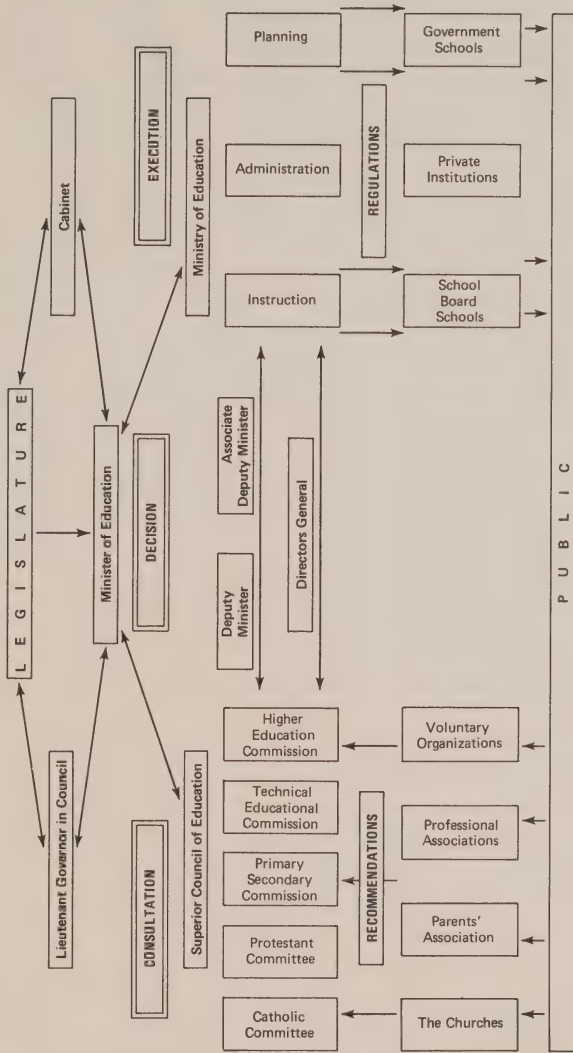
ation of normal schools and certification of teachers. The council itself met rarely, and not at all after 1907, each committee conducting its affairs independently and reporting to the government through the superintendent, who was a civil servant and seldom an educator, and the provincial secretary who represented education in the cabinet and legislature.

As the confessional differences became implanted, it became evident that, whereas the Protestant system provided a full range of services through elementary and secondary schools, the Roman Catholic system was designed to supplement the education offered by the religious authorities and orders. Thus, the emphasis was largely on elementary schools and it was not until the 1950's that the first French Roman Catholic secondary school curriculum was approved. This dichotomy led to the assimilation of students from the Jewish community into the Protestant system and eventually to the demand of English-speaking Catholics for separate facilities which would include public secondary and normal schools. During the 1920's and 1930's these developments led to adaptations in the systems which met the demands of the minority groups, although in some instances they violated the provisions of the legal structures. When compulsory education was introduced in 1943 and when educational costs increased in the 1950's, problems naturally arose over the maintenance of comparable services between the 2 systems.

Higher education was left almost entirely to private initiative. The Roman Catholic community was served by Université Laval, which was granted a Royal Charter in 1852. It developed a comprehensive system of classical colleges which operated throughout the province, and even in some other provinces as well. These colleges were sponsored and supported by various religious orders and they offered an 8-year program covering both high school and the undergraduate years of university. Upon graduation, students received the degree of B.A. from the parent university. By 1920 the demand had grown to the point where a second charter was granted to Université de Montréal, itself a former affiliate of Laval, which soon developed a similar college system. Finally, in the 1950's, Université de Sherbrooke was established to serve the Eastern Townships or les Cantons de l'Est.

Much of the government's responsibility for the training of teachers was also transferred to the religious orders. Of the original normal schools founded in 1857, the Protestant one was administered by McGill University, while the other 2 were placed under the jurisdiction of the Roman Catholic committee. Over a hundred others, most of them for women, were established by the religious communities, some of which also operated schools for nurses in connection

Chart 8
Québec
Division of Responsibilities for Education



with their hospitals. All these institutions were given a minimum of government supervision and support. Only in technical education did the government take direct action, by founding *Ecole Polytechnique* and *Ecole des Hautes Etudes Commerciales* in Montreal, *Ecole des Beaux Arts* in Montreal and Québec and a network of technical institutes and schools in other centres.

The English community developed its own institutions of higher learning through private initiative and philanthropy. University charters were granted to McGill and Bishop's in 1852, at the same time as Laval. To the faculties of arts and medicine, McGill soon added law and it pioneered in the introduction of science and engineering (with assistance from the government). In 1907 it opened Macdonald College, where it provided residential, academic and scientific facilities for the normal school, a school of domestic science and faculty of agriculture. English-speaking Roman Catholics were served by the Jesuit Loyola College and Marianopolis College, which was operated by the Congregation of Notre Dame, and these were affiliated with Université de Montreal. A third English-language university, Sir George Williams University, was granted its charter in the 1950's.

The rapid expansion and diversification of these systems during the period after World War II gave rise to a number of problems such as accommodation, teaching, curriculum, finance, higher education. Consequently in 1961, the government appointed a Royal Commission of Enquiry of Education under the chairmanship of Msgr. Alphonse-Marie Parent, vice-rector of Université Laval, to study the organization and financing of education. The 5 volume report of the commission, published between 1963 and 1966, provided the basis for new structures, including the Ministry of Education and Superior Council of Education, that were created in 1964. Since the commission's mandate included all aspects of education, its recommendations were broad and they served as the foundation for a sweeping reform of the whole educational system. The distribution of responsibility between the public and the various levels of government were indicated in Chart 8.

Departmental Structure

The first minister of education (public instruction) was appointed when the new government was formed after Confederation and 3 persons held the post between then and 1875, when the administrative structure was altered. Another was appointed and acted briefly in 1897 but opposition in the legislative council forced the government

to revert to the former pattern. In 1960 the administration of school finance and some other matters were transferred from the Department of Education to the minister of youth and, finally, in 1964, following the recommendation of the Parent Commission, the Education Department Act provided for the appointment of a minister and the establishment of the department.

Under this act, the minister of education "is charged with the direction and administration of the Department of Education", and he is also charged with carrying out the laws respecting education and respecting assistance to youth, except those laws which are assigned to another minister. He is responsible also for "promoting education and assisting the young in the preparation and planning of their future, and for ensuring the progress of educational institutions". He may commission studies that he considers useful or necessary and must present annually a detailed report to the legislature on the activities of the department. The Lieutenant-Governor-in-Council may also authorize the minister to enter into agreements with any person, firm, corporation, institution or government for the purpose of facilitating the establishing of youth.

The Department of Education Act also provides for the appointment by the Lieutenant-Governor-in-Council of a deputy minister and 2 associate deputy ministers, one after consultation with the Catholic committee and the other after consultation with the Protestant committee of the Superior Council of Education. The deputy minister is also assisted by several assistant deputy ministers. Under the direction of the minister, the deputy minister is responsible for the supervision of all officers of the department and the management of its current business.

The structure of the department is arranged in several general directorates and a number of general and special services. Each of the directorates is supervised by a senior official known as a director-general, whose duties relate to a specific sector: planning; elementary and secondary education; college education; higher education; finance; buildings and equipment; further education; and administration. The general services are under the direct jurisdiction of the deputy minister, reporting to him through one of the assistant deputy ministers. The services for Catholic and Protestant education report to the associate deputy ministers. The special services include: external co-operation; information, student aid; private institutions; parents' organizations; personnel; and regional bureaux. Two other branches are connected with the Department of Education and responsible to an assistant deputy minister: the office of youth, leisure and sport and l'office de la langue française.

To decentralize the services of the department, the province has been divided into 9 areas, each of which has a regional education office staffed by specialists from the department. A director is in charge, assisted by financial administration officers as well as pedagogic and academic specialists. This regional team acts in an advisory capacity to local staffs, supplies technical assistance in the implementation of the department's policies, and serves as a communication link between the department and the local boards.

Chart 9 shows the administrative plan of the department, as of November, 1971.

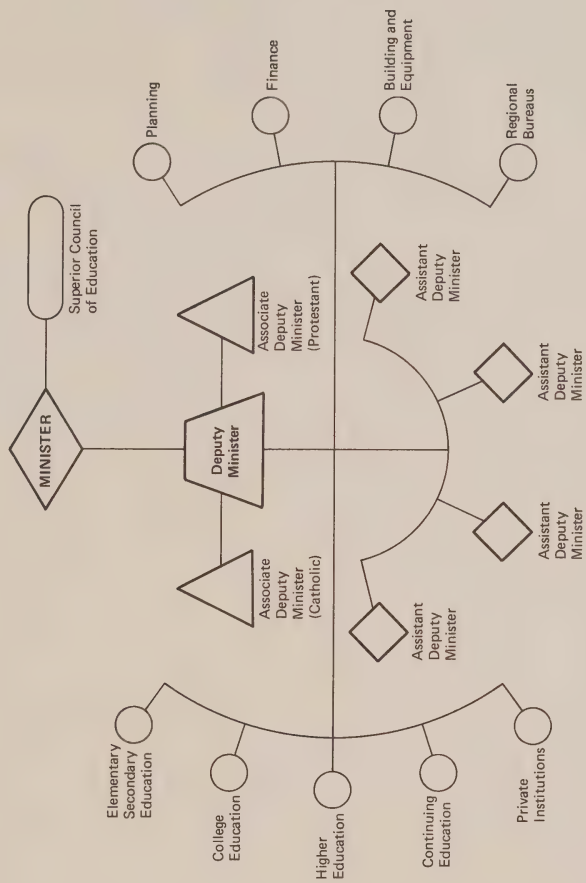
The Superior Council of Education Act was also adopted in 1964 to supplement the administrative structure of the department with a public, consultative instrument. The council has a membership of 24, of whom the chairman and vice-chairman are required to devote at least half-time to their duties. The members are appointed by the government after consultation with the various public bodies interested in education. They serve for a 4-year term, which may be renewed once, and there is provision for continuous representation from the religious and language minorities. However, none of the members are delegates from particular organizations or groups. The council meets monthly and the administration is carried on by a small secretariat. Two confessional committees and 5 commissions are appointed by the council to serve as advisory bodies. The committees – Catholic and Protestant – make regulations for the recognition of confessional institutions, Christian education, religious and moral instruction, the qualification of teachers of religious subjects, the approval of courses and textbooks in religion. The commissions are concerned with instruction in the various sectors: elementary, secondary, college, higher and continuing education.

The council is required to offer its opinion on proposed regulations or other matters submitted to it by the minister. It may also receive and hear petitions and suggestions from the public, make recommendations to the minister on any matter relating to education and conducts such studies and research as it considers necessary. It also controls its own budget.

Local Administration

Under the Education Act it is provided that each municipality in the province shall contain one or more public schools under the control of school commissioners or trustees. The Board of School Commissioners is an elected body, usually of 5 members, which operates common schools for the majority of the population, either Roman Cath-

Chart 9
Québec
Department of Education

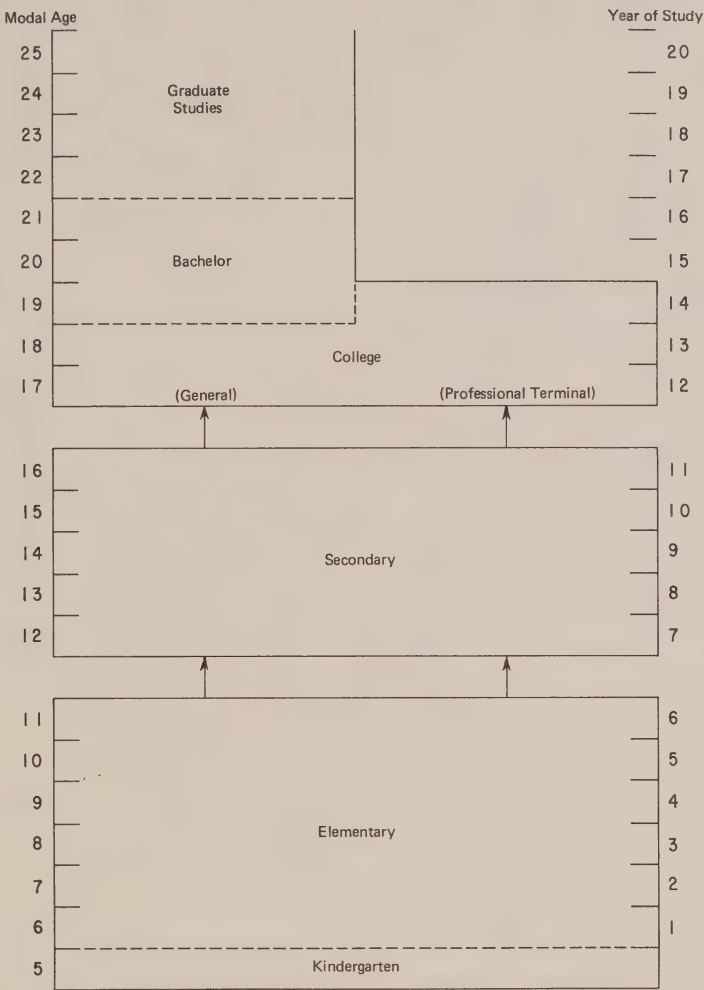


olic or Protestant. There is provision, however, for dissent by a minority of rate-payers, who may constitute a separate school municipality under a board of school trustees. This body is also elected, usually with 3 members, and it has the right to own property, levy taxes, receive government grants, operate schools and engage teachers. In Québec and Montreal, until 1972, separate Roman Catholic and Protestant boards were appointed, partly by the provincial government, partly by the municipality. Until the reforms began in the 1960's, the boards were required only to operate elementary schools. The dual structure has resulted in an unduly large number of local school authorities. In 1961, there were 1,788, of which 272 were Protestant; in 1972, there remained 1077.

A "white paper", tabled in the legislature by the minister of education in 1964, proposed a new plan for regional organization and financing. Referred to at the time as Operation 55, it recommended the establishment of 55 regional boards throughout the province, with a similar number of "planning committees" to prepare comprehensive reports on development of education in each area. The project was altered slightly when it was found necessary to make provision for 8 "Protestant" regions; and further modifications were made as it became clear that the reform of local administration would be a longer process than had been anticipated. There were objections to the removal of confessional distinctions, to the operation of both elementary and secondary schools by regional authorities, to changes in the school board structures in the large cities, and it was only in 1971 that a major re-organization was effected. Under the new legislation, which excludes the Island of Montreal, the school boards were regrouped in 189 new school commissions – 168 Roman Catholic, 21 Protestant – and each became a member of one of the 63 regional school boards, 9 of which are Protestant. A new law was adopted in December 1972, reorganizing the structures in Montreal, where there are now 7 school commissions, 5 Catholic and 2 Protestant. A School Council of the Island of Montreal was created by this legislation which, in consultation with the school boards, provides "for their financing and development planning and for the organization of joint services from which they may benefit". The council includes representatives of both religious and language groups.

Provision is made in the new laws for "school committees" in each school, with representation from parents of children attending the school and participation of the teaching staff. The intention is that these committees will enable parents to discuss school policies and practice, making appropriate recommendations to the school board.

Chart 10 Québec Organization of the Educational System



School Organization and Operation

The grade structure recommended by the Parent Commission was adopted by the Department of Education and implemented in Regulation 1, which was approved by the cabinet in 1965. The regulation was entitled "the re-organization of elementary and secondary education" and it advocated the following measures:

1. a uniform age of admission to the elementary course;
2. continuous progress throughout the elementary course;
3. limitation of acceleration or retardation to one year;
4. automatic promotion to the secondary course after 7 years in the elementary school;
5. limitation of the spread of levels in courses elected by students in the secondary grades.

A bulletin was prepared by the department for distribution among teachers and parents and it was entitled *The Cooperative School – Comprehensiveness and Continuous Progress*.

The structure recommended by the commission and since implemented is shown on Chart 10.

These structures now apply to all public elementary and secondary schools, whether the language of instruction is French or English. The problem of confessionality, however, is left unsolved. The Parent Commission recommended that the constitutional rights of Roman Catholics and Protestants should be respected, but that multi-confessional schools should be provided for all who desired them. These have not yet been organized and the modification of courses in religion in the existing schools does not offer the option which many parents demand. Thus, all schools remain common or confessional, the principal differences being that they must accept all applicants and the requirements for religious instruction have been relaxed. In some instances, the Catholic and Protestant committees have granted joint recognition to schools attended by children of both faiths.

Further amplification of the policies introduced in Regulation 1 was given in Regulation 7, adopted in 1972. This applied to pre-school, elementary and secondary education and it introduced the concept of co-operative planning through meetings among teachers and with parents to organize and evaluate the school program. At the elementary-, as well as at the secondary-school level, it broadened the scope of instruction by introducing a variety of activities that recognize the individual aptitudes of pupils and give greater assurance of continuous progress. In addition, a number of new provisions, under the title of student activities, are intended to help the student fully enjoy the experiences of schooling. Social, cultural and athletic activ-

ities are included in the regular time-table. In this way, school authorities are expected to make the school both a preparation for life and an experience in living.

The school session begins on the Wednesday after Labour Day and continues for 200 days to the end of June. An annual census is carried out by the school board during the month of September. Attendance is compulsory between the ages of 6 and 16, and school boards are authorized to appoint attendance officers to enforce the regulations.

Teacher Education, Certification and Conditions of Service

As recommended by the Parent Commission, private normal schools have been closed and the normal schools formerly operated by the government are being integrated within the university faculties of education. Candidates, therefore, begin their professional training after graduation from the CEGEPs, or until 1973 from one of the "CEGEP equivalent" programs offered as a transitory measure in the universities.

Regulation 4 respecting permission to teach and teaching licenses, was approved by the cabinet in 1965. It supported the recommendations of the Parent Commission and established a "teacher certification committee", with representatives from the Department of Education, the university faculties engaged in teacher education and the organizations most representative of the teaching profession. The Committee was charged with advising the minister on the qualifications to be required of candidates, the institutions in which the holders of permits might teach, the manner of supervising them, the criteria for competence, the approval of programs in teacher education and the nomenclature for teaching permits and diplomas. It also established a pattern of certification based on years-of-study from elementary school through university, according higher status, year for year, to candidates after 13 years of academic and one year of professional training. This method of classification was later adopted also for salary purposes.

For a number of reasons, the teacher certification committee failed to function effectively and its duties have since been discharged largely by officers of the department. Within the directorate of higher education, a special section deals with teacher education and it is responsible for the criteria for admission, the approval of training programs, the conditions for granting teaching licenses and diplomas.

The license to teach is granted after a minimum of one year or the

equivalent of professional training concurrently or after the required academic courses. It is in the form of a temporary certificate, valid for a period of 5 years from the date of issue, but it may be exchanged for a permanent diploma after 2 years of satisfactory teaching in an approved institution.

The confessional committees of the Superior Council of Education may prescribe certain courses and other requirements for teachers of religious subjects in the schools under their jurisdiction.

Faculties of education have been established at Université Laval, Université de Montreal, Université de Sherbrooke and McGill University. Université du Québec also offers programs of teacher education on most of its campuses and many of its students originally were drawn from the existing normal schools. There are also departments of education at Bishop's University in Lennoxville and Sir George Williams University in Montreal. Courses in early childhood education are also offered in some of the CEGEPs. Graduate degrees and specialist training are offered in the universities.

Teachers are employed by the local school boards on yearly contract which may be renewed automatically if both parties agree. Salaries and working conditions are established under a provincial contract, negotiated between representatives of the government, the school boards and the teachers.

The pension fund for officers of instruction is administered by a commission of which the minister is chairman, with representation from the Department of Education and the teachers' associations. Persons who have taught 35 years, regardless of age, are entitled to the full pension which is calculated at the rate of 2% for each year of service at the level of the average salary during the final 5 years. Men teachers are entitled to pension at age 60 and women teachers at age 56, after 20 years of service.

Québec teachers with 10 years experience in other Canadian provinces may receive credit for pension purposes by paying for their years of service an additional 5% per annum.

Technical Education

Limited attention was given to technical education by the first ministers of education. Both Hon. P. J. O. Chauveau and Gidéon Ouimet were interested in its development and in 1873 Ecole Polytechnique was founded in Montreal. Further progress was made after the turn of the century, technical schools being established in Québec, Shawinigan, Trois Rivières and Hull. These were under the jurisdiction of local corporations and the provincial secretary. In 1941, a

superior council of technical education was appointed and an effort was made to co-ordinate provincial initiatives with those of the federal authorities. New institutions were opened, including Ecole du Meuble, Ecole des Arts Plastiques, as well as schools for paper-making and textile manufacture. An apprenticeship program was also adopted, with 12 centres under the supervision of a commission reporting to the minister of labour. The program for agriculture education was also intensified and expanded.

During the early 1960's a study committee on technical and vocational education conducted a survey of the programs and needs and the Parent Commission recommended a drastic reform of the academic structure by introducing a comprehensive program in the institutes at the end of secondary school. This proposal was adopted by the Department of Education in 1966, under Regulation 3, respecting pre-university and professional studies. Legislation was enacted in 1967 for the establishment of the collèges d'enseignement général et professionnel (Colleges of General and Professional Education). The first colleges were opened in 1967 and there are now 37.

Higher Education

Anticipating the expansion of post-secondary education, the Parent Commission recommended a clear division between the pre-university or collegial institutions and the universities, and steps to ensure co-ordination of effort and resources among the universities. These proposals were also accepted by the Department of Education and the government. Not only were the colleges established but machinery was set up to ensure the support and development of the 6 universities, first through the division of higher education in the department and, later, through various committees culminating in 1969 in the Universities Council. This body, which includes in its membership a government official as chairman and representatives of the public and the institutions themselves, provides a permanent framework for orderly development and continuing support. All universities now receive operating and capital grants and their tuition fees, development programs and operating budgets are subject to government approval.

As the result of these policies, the classical colleges have virtually disappeared and a number of them have been integrated with some of the CEGEPs. Entry to all the universities, as of September 1973, is after completion of the pre-university program in the CEGEPs and the course leading to the first degree will be 3 years in length.

With the creation of Université du Québec in 1968, it is not likely that other university charters will be granted and further expansion will be within the present institutional structures.

Finance

Until World War II, school board expenditures were covered largely by local taxation and tuition fees. Local taxes were collected in three "panels", Roman Catholic, Protestant and neutral, each confessional board being free to establish its own rate and the rate on neutral or corporation property being that fixed by the common or majority board. Post-war development soon played havoc with these arrangements, however. The expansion of services, the slow improvement in teachers' salaries, the rapid extension of bus operations and the introduction of secondary schools for French-speaking Roman Catholics in the 1950's created a series of financial crises which forced the government to intervene. Consequently one of the first areas to be examined by the government after the reforms began in the 1960's was the reorganization of financial administration.

The total expenditure for education in Quebec during the decade 1954 to 1963 rose from \$193,724,000 to \$719,320,000, or from 2.6% to 6.1% of the Gross Provincial Product. In the same period, provincial expenditures rose from \$71,651,000 to \$336,000,000 and the contribution of school boards, from \$74,868,000 to \$174,680,000.

The first steps in reform were taken while the school boards were under the jurisdiction of the Department of Youth. When the Department of Education was established in 1964 the division of finance became responsible and it began to make further changes. Then in 1965 the Parent Commission recommended that the real estate tax be retained but that it take the form of a general tax to be raised uniformly everywhere for the payment of the basic education services offered in the public schools. This would necessitate a provincial system of evaluation based on 100% of the true value of the landed property held by individuals. The commission also proposed that a special system of school taxation be introduced for the landed property of corporations, with the provincial authorities responsible for the evaluation of these properties, as well as for the collection of taxes and distribution of revenues.

Reform in the financial procedures was dependant on the re-organization of local administration and consequently has proceeded slowly. School boards are required to present their budgets to the Department of Education between June 15 and 30 for the ensuing year and approval is necessary before they come into effect. However, a board

whose budget has not yet been approved may impose a provisional assessment equal to 90% of the assessment in the previous year. Between June 15 and August 1, the board imposes a tax on the real property of individuals based on a normalized tax rate judged appropriate by the department. The school board then receives grants to balance the budget, based on normalized expenditure. If the normalized expenditure is exceeded, the over-expenditure must be met through a surtax added to the normalized tax rate. In Greater Montreal and Québec the tax is imposed at the same time as the municipal taxes.

In the preparation of the budget, the Department of Education accepts a number of specific items as "admissible expenditures." These include an annual per pupil grant for school administration and maintenance, a grant toward the cost of teachers' salaries not exceeding 75% of the amount and subject to the approved teacher-pupil ratio, grants for various categories of pupils such as those in kindergarten, secondary school, special classes or those attending approved private institutions operating "in the public interest". The Roman Catholic and Protestant school boards of Greater Montreal and Québec are subject to a different grant structure by which they receive \$50 per pupil in kindergarten, \$100 in the elementary course and \$175 in the secondary course. Where central or regional boards have been set up, the central board is responsible for preparing the budget for its own expenses and for those of the local boards. However, since the central boards are forced to rely on payments from the local authorities for much of their revenue, they have no direct control over local policies. Recent legislation will alter these relationships and the position of the central boards should be considerably strengthened. Grants for building, alterations and repairs are treated separately from those for operational purposes.

Provincial support for the universities and other post-secondary institutions increased steadily during the 1960's and new structures were devised to co-ordinate the budgets. After the Department of Youth became responsible for educational expenditures in 1961, a special officer was appointed to deal with the operating and capital grants to universities and classical colleges. In 1964, when the Department of Education was organized, it included a division of higher education with a director-general who served as chairman of an ad hoc committee with representation from each of the universities. This body conducted an annual review of the operating budget of each institution and recommended to the government the appropriate level of both operating and capital grants. These recommendations were frequently altered by the government. Meanwhile, the division of

higher education conducted a number of surveys of salary and fee structures, space utilization and research activities. The Universities Council was established in 1968, as a semi-independent body, soon after the founding of Université du Québec and its permanent chairman is the former director-general of higher education. It has been made responsible for planning the general development of the universities, including the recommendations on operating and capital budgets.

The financing of the CEGEPs has been from the outset a government responsibility. In every instance they were housed in educational and commercial buildings that were available and plans for more appropriate accommodation are only now being approved. Most frequently they occupied former classical colleges and technical schools, usually some distance apart, and this created problems of administration. Since there were no tuition charges, the operating revenues were almost entirely from government sources and strict budgetary controls were imposed by the directorate of colleges in the Department of Education. This has resulted in uniformity in salary schedules, teacher-student ratios, norms of space occupancy, auxiliary services such as guidance and physical education.

Thus, the basic principles of the present financial administration are: the acceptance by the government of the ultimate responsibility for educational support and planning, the recognition of education as a high priority among the public services, the participation of local authorities in the support of basic educational services, the recognition and limited support of private institutions and co-ordination in services and planning between the different levels of the system.

Bibliography

Commission Reports

Québec. *Report of the Royal Commission of Enquiry on Education in the Province of Quebec*. Québec, Queen's Printer, 1963-66. 5 volumes. (Commission Parent)

Québec. Department of Education. *Bulletins*. Document 1: Associated and Private Institutions, 1966; Document 2: The Co-operative School, 1966; Document 3: College Educations and the General and Vocational Colleges, 1968; CEGEP 1973; Programs and List of Colleges, 1973. Québec.

Annual Reports

- Québec. Department of Education. *Education in Quebec, 1971*. Québec, Queen's Printer.
- Québec. Superior Council of Education. *Participation in Educational Planning*. Québec, Queen's Printer, 1964-65.
- Québec. Superior Council of Education. *The Teacher Faces Social and Educational Change*. Québec, Queen's Printer, 1965-66, 1966-67.
- Québec. Superior Council of Education. *Educational Activities*. Québec, Queen's Printer, 1969-70.
- Québec. Universities' Council. *3rd Annual Report*. Québec, Queen's Printer, 1972.

Monthly Review

- Québec. Department of Education, Information Services. *Education Québec*. Québec. (French only)

Chapter 6

Manitoba

Overview

Table 10

	1870	1921	1961	1971
Population	22,000	610,000	921,000	988,000
Enrolment:				
Elementary-secondary (Public only)	8,000*	129,000	189,600	246,900
Post-secondary	n.a.	2,300	8,000	20,300
Teachers:				
Elementary-secondary				20,358
Post-secondary				3,019

Compulsory attendance was introduced after World War I and now extends from the age of 6 to 16. The system is structured in a 6-3-3

*Estimate.

pattern, although a large number of schools combine the 6 years of elementary and 3 years of junior high school. There is no provision for separate schools. The province is organized in 47 unitary school divisions, grouped in 5 regions, and these are supervised by a panel of 25 inspectors. The post-secondary institutions now include 3 universities and the same number of community colleges.

Historical Summary

Manitoba was admitted to the Canadian Confederation in 1871 after the purchase of Rupert's Land by the Government of Canada from the Hudson's Bay Company. The population of the territory was then estimated at 13,000 Indians, Métis (mixed race), French Canadians from Québec and colonists from the British Isles and Ontario who had settled along the Red River. The first schools were established about 1820 either as Roman Catholic missions or by the English Protestant settlers and they continued to function under religious auspices for the next 50 years. In 1870 there were 17 schools operated by the Roman Catholics, 14 by the Church of England and 2 by the Presbyterians. The total enrolment was 817 children.

The admission of the new province was recognized first in the Manitoba Act adopted in 1870 by the parliament of Canada and then in the following year by an amendment to the British North America Act. The provisions of Section 93, respecting education, were altered slightly to meet the conditions which prevailed in Manitoba and the revision read as follows:

“In and for the Province, the said legislature may exclusively make laws in relation to education, subject and according to the following provisions:

- (1) Nothing in any such law shall prejudicially affect any right or privilege with respect to denominational schools which any class of persons have by law or practice in the province at the Union;
- (2) An appeal shall lie to the Governor-General-in-Council from any act or decision of the legislature of the province, or of any provincial authority, affecting any right or privilege of the Protestant or Roman Catholic minority of the Queen's subjects in relation to education;
- (3) In case any such provincial law, as from time to time seems to the Governor-General-in-Council requisite for the due execution of the provisions of this section, is not made, or in case any decision of the Governor-General-in-Council on any appeal under this section is not duly executed by the proper provincial

authority in that behalf, then, and in every such case, and as far as the circumstances of each case require, the Parliament of Canada may make remedial laws for the due execution of the provisions of this section, and of any decision of the Governor-General-in-Council under this section."

Like the original text of Section 93, this statement affirmed the guarantee of minority rights and the procedure of appeal for redress to the Parliament of Canada. When the first legislature proceeded with the Manitoba School Act in 1871 it therefore created a board of education with 2 sections, Protestant and Roman Catholic, including both clergy and laymen. The educational services provided by the church authorities were replaced by a provincial system, organized in school districts with trustee boards empowered to operate schools with support from government grants and local taxes.

Twenty years later the population had increased and the community had altered, largely as a result of immigration from Ontario. By 1890 the number of Roman Catholic schools had increased to 91, but the Protestant schools then numbered 628. The total enrolment stood at 23,000 pupils. Already there were demands for a single system of public schools and support for this change was particularly strong in Winnipeg. The Public Schools Act was therefore adopted by the legislature, providing for the withdrawal of support from separate schools and the establishment of a single public school system. The new act placed the responsibility for administration under a committee of 5 members of the cabinet, assisted by an advisory board with representatives from the government, the teachers and the university.

Strong objections were raised to these changes, especially as they also affected the use of French as a language of instruction. Appeals were made, as provided under the constitution, to the federal parliament and to the Privy Council in London. When the attempt to secure remedial measures failed, the issue was raised in the federal election campaign of 1896. A compromise was finally reached, which denied the recognition of separate schools and support for private institutions but permitted religious exercises and instruction and the limited use of French at the discretion of the local school authorities.

Meanwhile the population of the province had continued to grow and many of the new settlers were, not from Ontario and Québec, but from outside Canada. Icelanders and German Mennonites came in the 1880's, Slavs in the 1890's and, between 1901 and 1911, the population almost doubled bringing it close to half a million people. The rôle of the school became vital in bringing these new Canadians

within the framework of the new society and the educational system was strengthened by the appointment of the first minister of education in 1908, by the revision of the curriculum, by the introduction of new teaching methods and by the expansion of auxiliary services. These policies continued through the war years, when attendance at primary school was made compulsory and the use of languages other than English in public schools was prohibited.

Reaction came early in the 1920's, when the costs of education, health and welfare services rose sharply. In 1923 the reduction of expenditures in education resulted in the closing of 104 schools for lack of funds and the government appointed a commission to recommend further economies. In the period from 1921 to 1928, in spite of an increase of 15,000 in the school population, the provincial appropriation for education remained constant and declined in proportion to the total budget. These pressures were maintained throughout the depression and it was only during and after World War II that the earlier rate of progress was restored.

In 1946 the Department of Education was reorganized and a deputy minister appointed. In the following year a move was made toward establishing a larger unit of administration. However further progress was delayed for a dozen years. The program of teacher education was revised in 1946 and in 1957 a royal commission on education was appointed to examine the operation of the whole school system. A further reorganization of the Department of Education occurred in 1960.

The University of Manitoba was founded in 1877. It was organized originally on the model of University of London, as an examining and degree-granting authority with the instruction being given in constituent colleges. Undergraduate courses were offered in the Roman Catholic St. Boniface College which was opened in 1823, St. John's College of the Church of England, founded in 1866, the Presbyterian Manitoba College and Methodist Wesley College both of which were established in the 1870's and later were amalgamated in United College. A Baptist college was opened at Brandon in 1899. Gradually, however, the University of Manitoba itself began to offer courses of instruction and in 1885 the federal government granted a land endowment of 150,000 acres to be used for capital expenditure on a site and buildings or for the establishment of a fund, the income from which was to be used for current purposes. In 1900 the university was granted the general authority to give instruction, although the colleges continued their undergraduate programs. This pattern continued until the 1960's.

Departmental Structure

The minister of education is responsible for the direction of the Department of Education and, since 1971, the minister of colleges and universities affairs administers a separate department.

The minister of education is assisted by an advisory board, composed of the deputy minister, the president of the University of Manitoba, the directors of curricula and instruction in the department, the chairman of the curriculum committee of the Manitoba Teachers Society and, from 16 to 21 persons appointed by the Lieutenant-Governor-in-Council. The board considers and gives advice on such matters as teacher training, religious and patriotic exercises, curricula and textbooks.

The minister is responsible for regulations which:

1. describe the qualifications and duties of inspectors;
2. establish schools and set standards for entrance and graduation;
3. appoint examiners and prescribe duties for high school examinations;
4. govern the qualifications of teachers for elementary, secondary and other public schools;
5. authorize or provide for the establishment and operation of technical, agricultural, summer and residential schools, prescribing the groups, kinds, classes and types of persons to be admitted as pupils, and fees and charges, if any;
6. govern correspondence courses;
7. prescribe the form of school registers and department reports;
8. prescribe the length of vacations and the number of teaching days per year;
9. prescribe dimensions, equipment, style, plan furnishing decorating, heating and ventilation of school houses and premises;
10. prescribe textbooks, films, radio programs, courses of study;
11. provide scholarships from the Consolidated Fund;
12. set fees for instruction and examinations for certificates, diplomas, transcripts of marks;
13. permit a superintendent, principal or head teacher to suspend any pupil for conduct injurious to the welfare of the school;
14. review all cases wherein a teacher's certificate has been suspended for any cause other than incompetence;
15. issue teacher certificates with grades and classes as prescribed;
16. arrange and regulate medical and dental inspection in schools;
17. arrange for printing and publication of textbooks and for the free distribution of these;
18. purchase books for library purposes, school supplies, furniture

- and equipment and sell these to school boards, teachers or pupils;
19. generally govern entrance to any agreement concerning education.

The deputy minister is the senior civil servant in the department. He is usually a career educator and carries out general educational policies according to the Public Schools Act. He advises the minister and supervises and directs all department officials, school inspectors, and persons involved in the administration of all provincial and municipal public schools in Manitoba.

Four assistant deputy ministers have responsibility for specific areas of departmental activity, each having directors reporting to him on special aspects of the department's responsibility. The directors of administration and vocational education report to one assistant deputy minister; the directors of instruction and teacher training to a second; and the directors of curricula and special services to the third. The fourth assistant deputy minister supervises the planning and research branch.

Twenty-five inspectors are employed by the department to act as liaison officers with the school districts. They usually reside in their inspectorates and it is their duty to see that the provisions of the Public Schools Act are observed. They report to the director of instruction.

There are also several special services, including student loans, correspondence instruction and school broadcasting. A frontier school division is also administered by the department through an official trustee. The organization plan is shown in Chart 11.

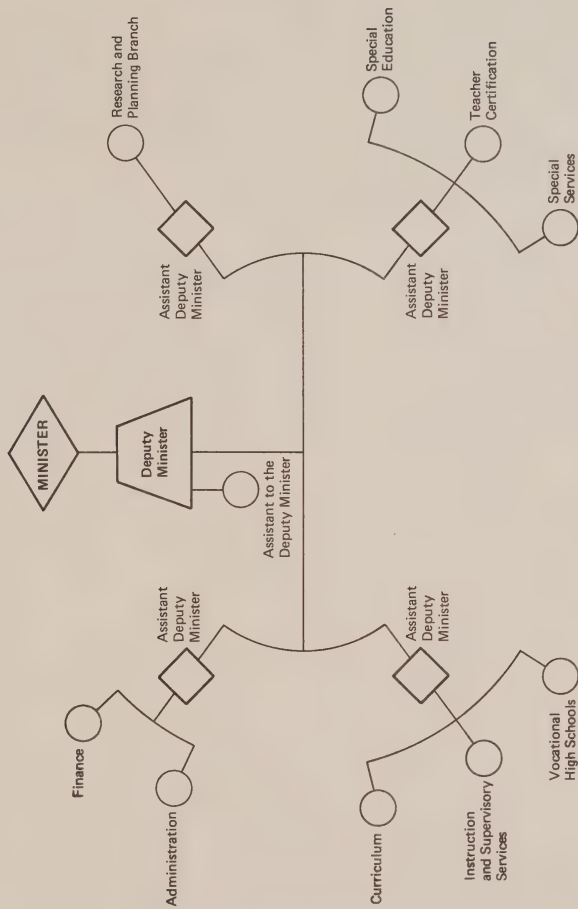
The minister of colleges and universities affairs was appointed in 1971 under the Executive Government Organization Act. He is responsible for the administration of the following:

1. those provisions of the Educational Department Act referring to post-secondary education;
2. the Licensed Practical Nurses Act (Sections 14 and 15 only);
3. the Private Trade Schools Act;
4. the Universities Establishment Act;
5. the Universities Grants Commission Act;
6. the University of Manitoba Act.

The present minister is also minister of education.

The deputy minister serves as permanent head of the Department of Colleges and Universities Affairs. He advises the minister and directs all the officials of the department, which has jurisdiction over all post-secondary institutions, including universities, community and technical colleges. The organization of the department is shown in Chart 12.

Chart 11
Manitoba
Department of Education



Local Administration

As of January 1973, the province was organized into the following administrative units for educational purposes:

47 unitary school divisions and multi-district divisions, including 63 school districts;

15 remote school districts (in the northern part of the province);

7 special revenue districts, (serving Department of National Defence schools and company towns);

3 special schools in sparse communities.

The school divisions and districts are under the jurisdiction of elected boards of trustees, varying in number. Special schools are administered by an official trustee appointed by the cabinet.

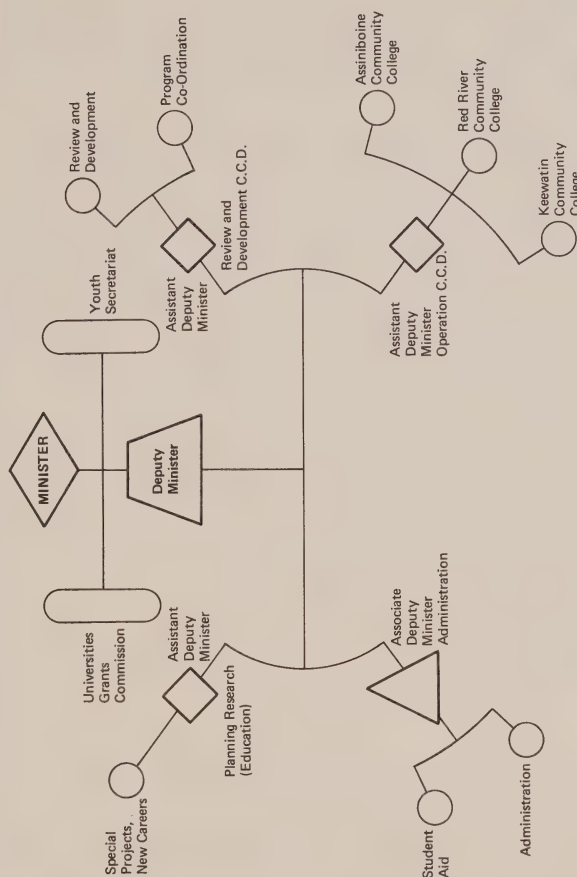
School boards are empowered:

1. to provide kindergarten and nursery school for children aged 4 and 5;
2. to establish night schools for pupils aged 15 and over;
3. with permission, to appoint a superintendent and necessary assistants;
4. to administer a system of medical inspection covering health, cleanliness and physical condition of the pupils and the school;
5. to establish and provide for any course of study approved by the minister ;
6. to provide necessary apparatus and equipment, including lunch rooms, sports and textbooks;
7. to provide for a school outside the limits of the school district, subject to the minister's approval;
8. to collect fees from non-resident pupils;
9. to assist in providing insurance for teachers and other employees;
10. to provide complimentary banquets for prominent educationists;
11. to provide scholarships for deserving secondary school pupils;
12. to operate pupil traffic patrols and cadet corps;
13. to discipline pupils who carry firearms and to expel or suspend pupils for conduct injurious to the welfare of the school.

The board of school trustees of a division, district or school area may, by adopting a by-law, provide for an annual indemnity for each trustee, vice-chairman and chairman of between \$150 to \$3,000, according to a scale approved by the Department of Education and based on the classification of the board and the enrolment of the schools.

Superintendents who are employed by the unitary boards are responsible for the general administration of the schools under their direction, and the supervision and certification of teachers. Assist-

Chart 12
Manitoba
Department of Colleges and Universities Affairs



ance is offered by the Department of Education through the provision of supervisors and consultants in specialized areas, such as physical education, guidance, home economics, special education and library services.

School Organization and Operation

Extensive curriculum revisions were introduced in 1966. These provided for the adoption of a 6-3-3 pattern of school organization, with provision in the senior high school for university entrance, general and terminal courses. In many schools, however, small enrolments make these divisions impractical and the former 8-4 pattern is still in effect.

The Department of Education has also been active in constructing vocational secondary schools, in co-operation with the federal vocational education, manpower and regional development programs. It is predicted that between 25 % and 40 % of the high school population will eventually attend vocational secondary schools.

All public schools are free to persons between the ages of 6 and 21 and, since 1966, attendance has been compulsory from the age of 6 to 16. The school calendar is prescribed by regulations of the department, the session beginning on the Tuesday after Labour Day and continuing for 200 days. Religious instruction may be introduced by a resolution of the school trustees and may be conducted by any member of the local clergy during the last half-hour of the school day. Pupils may only be separated for religious exercises and instruction, otherwise schools are non-sectarian. In 1970, English and French were made official languages of instruction in the public schools. A teacher-training college for French-speaking candidates is now in operation to prepare teachers for French language schools.

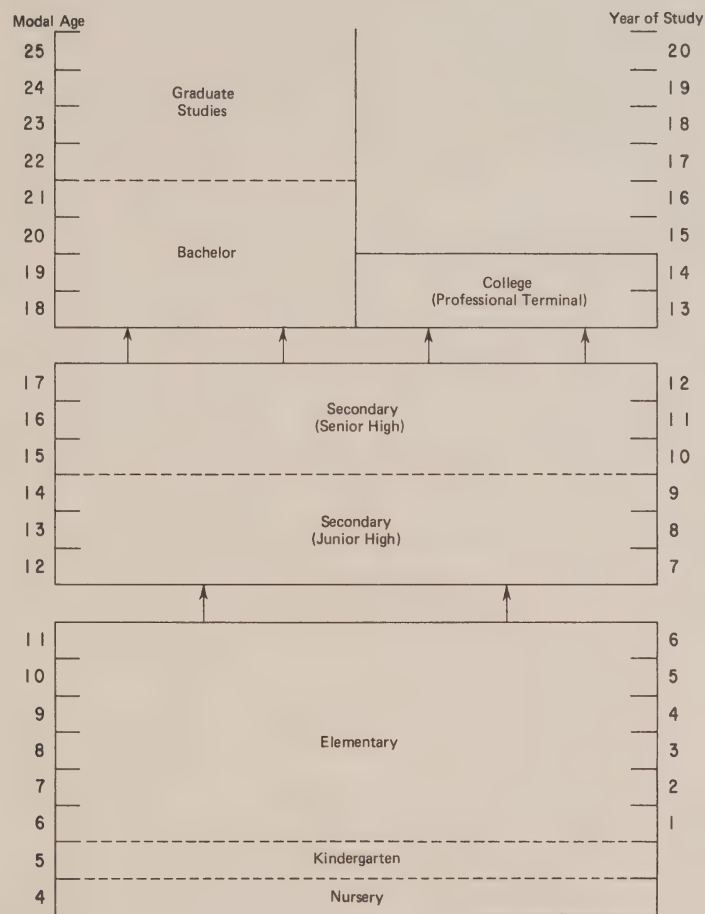
The organization of the Educational system is shown in Chart 13.

Teacher Education, Certification and Conditions of Service

The term teacher means a person holding a valid teacher's certificate or a limited teaching permit issued by the Department of Education, or, who is authorized to teach by the minister. Certificates are issued by the department to candidates who have successfully completed the course of teacher training in the faculty of education at either the University of Manitoba or Brandon University.

The minimum qualifications are high school graduation, (grade 12 or senior matriculation) and 2 years of professional training, which

Chart 13 Manitoba Organization of the Educational System



lead to a First Class Certificate that entitles the holder to teach in grades 1 to 9. Full qualifications, which entitle the holder to teach in any grade, are recognized in the Professional Certificate that requires a B.A. degree and one year of teacher education. Both certificates are valid for 3 years only, and are made permanent after 2 years of successful teaching with recommendations from the inspector or superintendent of schools. Specialist certificates are also issued for the teaching of business, industrial arts, vocational-industrial subjects, technology, applied arts and physical education.

Teacher contracts with school boards are made by written agreement approved by, and on a form required by, the Department of Education. The agreement may be terminated by: (a) mutual consent of the teacher and district, (b) one month notice, with reasons if requested, to terminate on December 31 or June 30, (c) one month notice of termination at any date in case of emergency affecting the welfare of the district, or (d) one month notice by the teacher in case of variation in salary. Where a teacher has been employed by a school board for more than 2 years, further tenure rights are provided in the Public Schools Act. A teacher who is dissatisfied with being dismissed may submit the case to an arbitration board.

Legislation in 1956 created a collective agreement board which provides procedures under which teachers and school boards may conduct collective bargaining under the Public Schools Act. The board consists of the deputy minister, as chairman, and representatives from the Manitoba Teachers' Society, the Manitoba Association of School Trustees and the Urban Trustees Association.

The duties of the teacher are defined as follows:

1. to teach diligently and faithfully all the courses required under the School Act;
2. to keep the school register and record admission, promotion, removal, and keep a record of textbooks furnished and library books loaned;
3. to maintain proper order and discipline; to take possession of any dangerous weapons brought to school by the pupils;
4. to fly the flag during school hours and display it on the wall;
5. to report to the school board and inspector when taking charge or resigning;
6. to give the trustees access to the school register, deliver school property on demand to a majority of school trustees and furnish the department and school inspector with any information required and prepare required reports;
7. to notify the medical officer or school trustees when contagious diseases are suspected and prevent the attendance of all pupils

suspected of having contagious or skin diseases or vermin until furnished with a written statement from a competent source that the danger does not exist.

The Teachers' Pension Act (1963) applies to all certified teachers in regular service under the Public Schools Act. A compulsory contribution of 6% of salary is made annually to the teachers' retirement allowance fund and a payment up to 9% is optional. Teachers become eligible for retirement at the age of 65, with 15 or more years service out of the last 20 years. The pension is calculated at one-fiftieth of the average salary in the final 15 years of service multiplied by the number of years of service up to a maximum of 35 years. The fund is now integrated with the Canada Pension Plan.

Technical Education

The Manitoba Institute of Technology was established in Winnipeg, with the support of the federal Department of Labour under the Technical and Vocational Training Act of 1960. It offers one- and two-year courses for post-secondary students in engineering, business, medical technologies and pre-employment and apprenticeship training in other areas. There is also an adult evening school program both for upgrading and re-training candidates. Vocational centres were also opened in Winnipeg, Brandon and The Pas, which offered full-time day programs of basic training for skill development and pre-employment preparation. In 1971, all these activities were re-organized under the Department of Colleges and Universities Affairs. The colleges have been renamed: Red River College (Winnipeg), Assiniboine College (Brandon), and Keewatin College (The Pas). The total full-time enrolment in 1971 was 8,940.

Higher Education

The University of Manitoba was established in 1877 and it was operated under the University Act as a provincial university until 1967. In that year the Universities Establishment Act provided for 2 additional charters: the University of Winnipeg and Brandon University. Both these institutions had been operated as denominational colleges for many years and, under the new charters, they became non-denominational and they were granted the right to award degrees and expand their programs. Brandon University now has faculties of arts, education and science, as well as a school of music; while the University of Winnipeg has faculties of arts and science and theology, together with an institute of urban studies. The

University of Manitoba continues to give the full range of academic and professional programs through its faculties of agriculture, architecture, arts and science, commerce, dentistry, education, engineering, home economics, law and medicine. It also has the only faculty of graduate studies, as well as a number of specialized schools.

A task force on post-secondary education was appointed in 1972 to review the structure and organization of post-secondary education in the province and new legislation may be expected as a result of its recommendations.

Finance

Support for public elementary and secondary schools is derived from 2 sources: municipal taxes and government grants. There is no provision for separate schools and no support for private institutions.

All boards of trustees are required to prepare an annual budget before March 1, having first determined the financial requirements for the ensuing year and deducting the expected revenue from government grants and other sources. The remainder is then to be raised from local taxation.

School taxes are collected by the local municipal taxing authority and remitted to the school board. They may be levied on real, personal and business property. There are three types of levy: (a) a general levy, which actually forms part of the combined operational grant calculated by the province, (b) a divisional levy, which is determined by the annual budget, and (c) a school district levy, which is a special tax requirement as determined by the annual budget of the school district concerned. The general levy for each division is determined by the minister, the rate depending on two factors: the balanced assessment and the authorized number of teachers. Each year, on or before March 1, the minister determines the balanced assessment per teacher in each division by dividing the balanced assessment of the division for the year by the number of authorized teachers in the division as at December 31 of the preceding year.

The rate of the general levy is calculated from:

1. a levy of 5 mills on each dollar of balanced assessment;
2. a levy of 6 mills on each dollar that the balanced assessment in respect to the authorized number of teachers is of \$200,000 (up to the first \$200,000 of the balanced assessment per teacher);
3. 2 mills on each dollar that the excess (over \$200,000) of the balanced assessment per teacher is of \$100,000.

In order to qualify for provincial government support, a school district or division must:

1. operate its schools at least 200 days in that year;
2. report to the minister on the qualifications, experience, and salary of each teacher;
3. make a return for the school year ending in that year, including the teachers' annual and semi-annual reports and the census of school-age children;
4. disclose all sources of revenue other than taxes and annual provincial grants;
5. make any other returns required by the minister.

No grant is payable to a division or district with respect to a person employed as a teacher who does not have a valid subsisting teacher's certificate or limited teaching permit issued by the department.

The provincial grants cover a variety of items. Combined Operational Grants are determined on the basis of the current grant formula and are payable jointly by the province and the municipal corporations. They consist of (a) an annual grant for each authorized teacher according to a schedule based on professional and academic preparation and experience, (2) maintenance grants for approved non-instructional services, (c) administration grants amounting to 50% of the costs of administrative services, and (d) grants toward supplies for equipment and library purchases. In addition to these the province contributes to capital expenditures and vocational services.

In 1965, the government established a Council on Higher Learning, with representatives of the business community, the government and the universities and colleges to advise it on support for higher education in the province. Two years later a Universities Grants Commission was appointed, which gradually replaced the council, and an associate deputy minister was appointed in the Department of Education with responsibility for curriculum, research and university affairs. The commission has been responsible for recommending policies to the government for the support of universities. With the establishment of the Department of Colleges and Universities Affairs in 1971, the commission now makes its recommendations to the department.

Bibliography

Commission Report

Manitoba. *Report of the Manitoba Royal Commission on Education*.
Winnipeg, Queen's Printer, 1959. (Macfarlane)

Government Publication

Manitoba. Department of Youth and Education. *Annual Report*.

Winnipeg, Queen's Printer, 1970-71.

Chapter 7

British Columbia

Overview

Table 11

	1871	1921	1961	1971
Population	36,000	525,000	1,629,000	2,185,000
Enrolment:				
Elementary-secondary (public only)	1,000*	86,000	321,300	527,000
Post-secondary	n.a.	1,400	14,700	43,600
Teachers:				
Elementary-secondary				21,575
Post-secondary				3,334

Compulsory attendance was introduced in several stages, by districts, urban areas, rural areas, and it is now enforced on all persons between

*Estimate.

the ages of 7 and 15. The system is structured in a 7-3-2 pattern, grade 13 having been discontinued in June 1971. There is no provision for separate schools and no recognition of private institutions except for the provision of textbooks where requested. As of December 1972 the province is organized in 74 school districts, under the supervision of 61 superintendents. The post-secondary institutions include 4 universities, one of which is private, and 9 colleges supported jointly by provincial and local school authorities.

Historical Summary

British Columbia, like Manitoba, was carved out of the territory of the Hudson's Bay Company. Unlike Manitoba, however, parts of it had already been constituted as Crown colonies of Great Britain when the Canadian Confederation was created in 1867.

Fort Victoria on Vancouver Island and Fort Vancouver on the mainland were the nuclei of 2 settlements which were finally united under one administration in 1866 and entered the Confederation in 1871.

The first schools were organized by the clergy – Church of England, Presbyterian, Methodist and Roman Catholic – but the rivalries soon led to the demand in each colony for non-sectarian public schools. The Free School Act of 1865 gave the Vancouver Island colony a highly centralized system of free schools financed entirely by the government and operated by a board of education which divided the colony into school districts and appointed a superintendent. After the 2 colonies were united, the Common School Ordinance of 1869 extended public support to the amount of \$500 per annum for each teacher's salary, established local boards to operate non-sectarian schools and, through an amendment in 1870, created the post of inspector-general.

In 1871, on the eve of confederation, there were 21 schools in all – 10 on Vancouver Island, one on Saltspring Island and 10 on the mainland – and it was estimated that about one-fifth of the school-age children were in attendance. British Columbia was the only western province without any provision for separate or denominational schools.

After the provincial government was established, the Public Schools Act was adopted in 1872 and it remains the basis for the organization of schools. A public school fund was provided, amounting to \$40,000 in 1872 to be used for the payment of teachers' salaries, the erection and maintenance of school buildings and the payment of incidental operating expenses. A permanent board of

education of 6 members was appointed, the chairman being the superintendent of schools. This body was required to meet at least 3 times a year and it was made responsible for the authorization of textbooks, the certification of teachers and the formulation of rules and regulations for the operation of schools. An attempt was made in 1873 to enforce compulsory education by leaving the option to the district boards but this did not prove fully effective. Competitive examinations for entrance to high schools were introduced in 1876 and in that year also an act was adopted "to provide for the maintenance of public schools in the Province of British Columbia", which defined the school districts by making them identical with the electoral districts and required all male persons over the age of 18 to pay an annual school tax of \$3.

A revision of the Public Schools Act in 1879 abolished the board of education, giving the powers it had exercised to the superintendent. This act also specified the duties of school trustees, placed the high schools under the authority of trustee boards and provided for the appointment of school inspectors. Most of the teachers at this time were from England. In 1872 it was recorded that, of the 16 teachers employed, 12 were from England and 2 each from Canada and the United States. Some provision was made for the training of teachers in Victoria High School, but it was only after the turn of the century that normal schools were established in Vancouver (1901) and Victoria (1915).

A commission of enquiry was appointed in 1925 (Putman-Weir Commission) to examine the provincial school system. After a thorough study, it recommended many changes in the methods of supervision, teacher training, curriculum, finance and school organization, including the substitution of a 6-3-3 pattern with a junior high school in place of the existing 8-4 division. A number of these proposals were adopted almost immediately.

Twenty years later, another commission (Cameron Commission) re-examined the problems of local administration and finance. It recommended that the 650 school districts should be regrouped under 74 regional school boards and that these should be assisted through a grants formula based on a standard salary scale for teachers, a calculation of current expenditures on average daily attendance and an allowance for supervision which would be related to the number of pupils in the district. Changes in the Public Schools Act were made accordingly.

A division of visual education was organized in the Department of Education in 1947 and during the following decade the secondary school program was completely revised. In 1956 the responsibility

for teacher education was transferred from provincial normal schools to the faculties of education in the University of British Columbia and Victoria College.

Another royal commission (Chant Commission) was appointed in 1958. Its report in 1960 included 158 recommendations, covering the philosophy of the school system, buildings and services, teacher training and salary policies, curriculum and textbooks, school and community relations. A number of these proposals were adopted, particularly those relating to secondary schools, and the system was restructured on a 7-3-3 pattern (after 1971 7-3-2).

Technical education was expanded during the 1960's under the federal-provincial vocational and technical training agreement. British Columbia Institute of Technology was opened in Vancouver in 1961 and regional vocational schools were developed in a number of smaller centres. Following the recommendation of a report on higher education (Macdonald Report), a new Universities Act was adopted in 1963 which altered the status of the University of British Columbia and created 2 new universities – Simon Fraser University and University of Victoria. Notre Dame University of Nelson was also given a charter as a private institution.

Departmental Structure

The provincial cabinet, constituted as the Lieutenant-Governor-in-Council, has the responsibility for administration of the Public Schools Act and the formulation of rules and regulations for the operation of the schools. Some of its powers include:

1. the creation, abolition or alteration of the boundaries of school districts;
2. the prescribing of conditions for the establishment or closing of schools;
3. the drafting of rules and regulations for the conduct of all public schools;
4. the creation of rules governing teacher certification;
5. the prescription of courses of study, textbooks, and other instructional material;
6. the establishment, maintenance and operation of colleges and provincial schools for specialized types of education.

The minister of education, appointed by the Lieutenant Governor, is of course a member of the Executive Council and is entrusted with the implementation of its policies and the general direction of the Department of Education. His duties include:

1. the publishing of the Public Schools Act and the Regulations;

2. the supply of books and other school supplies to boards, teachers and pupils;
3. the division of the Province into district superintendencies for the purpose of the Public Schools Act.
4. the supervision of all schools operated under the act;
5. the authorization or requirement for school boards to open or close an elementary or secondary school;
6. arrangements for the examination and investigation of the (a) progress of pupils in learning, (b) order and discipline observed, (c) system of instruction pursued, (d) professional development of teachers, (e) mode of keeping school records, (f) character and condition of the buildings and premises;
7. the preparation of an annual report for the Legislature of the actual state of the public schools (enrolment, average attendance, expenditures and other useful information);
8. the selection of a school site if a board is unable to agree on one;
9. the issuing of such certificates of qualification for teaching as may be deemed desirable or necessary.

The minister must present an annual report before the legislature within 15 days after the opening of the session.

In addition to the foregoing, the minister may grant temporary teaching certificates valid only until the end of the school year in which they are issued; issue letters of permission to suitable persons whose services are required for a special purpose, require the completion of reports considered necessary to implement the provisions of the Schools Act and authorize at the request of a board the use of a course of study, a textbook or a supplementary reader within a public school of a school district for a stated period of time.

The deputy minister is the senior officer of the department. He is usually a career educator and advises the minister on matters of policy and administration. He carries out the general educational policies, supervises and directs the department officials and maintains the continuity of the administration.

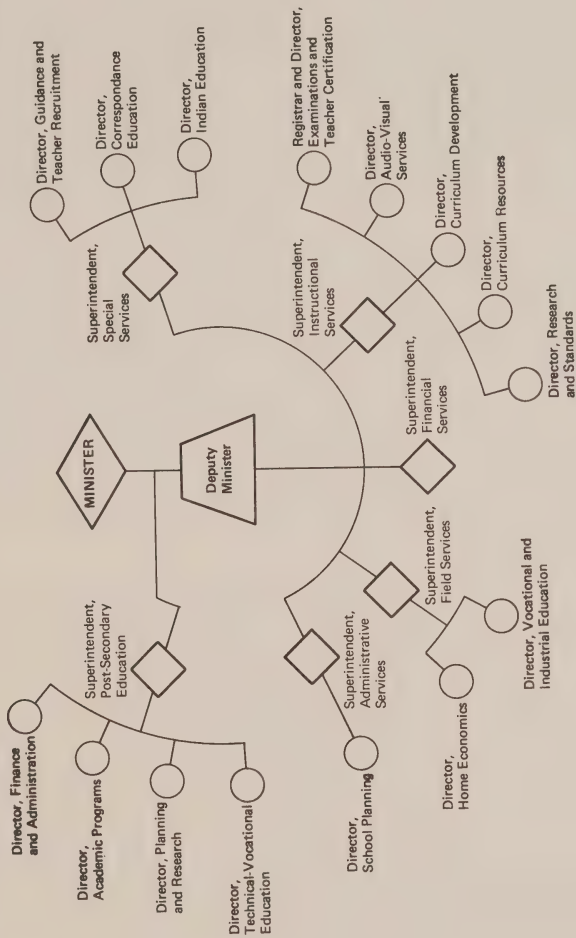
Effective January 1, 1971, the Department of Education was reorganized. The position of superintendent of education was eliminated and the duties of the superintendent as defined in the Public Schools Act were transferred to the minister of education. In addition, various duties and responsibilities of the assistant superintendents of education were realigned and these senior officials became the heads of 7 divisions of educational services within the department. Assistant superintendents of education are now called superintendents of educational services, with the 7 divisions or services, each having responsibility for one of the administration, field, finance, instruction,

post-secondary and special. These are indicated on the accompanying Chart 14. In January 1973, the number of superintendents was reduced to 6 when the technical-vocational division was amalgamated with post-secondary services. The superintendent of the newly-named division of post-secondary education reports to the minister of education whereas the other superintendents report to the deputy minister.

The district superintendents of schools are assigned to one or more districts under the direction of the superintendent of field services. Each district superintendent, in respect of his superintendency, shall:

1. assist in making effective the provisions of the Public Schools Act, in carrying out the regulations and in carrying out a system of education in conformity with those regulations;
2. make arrangements for the election or appointment of a temporary board in a newly-formed district;
3. advise and assist each board having jurisdiction in his superintendency in exercising its powers and duties;
4. furnish trustees and teachers with information concerning the act;
5. assign teachers to teaching positions, or transfer them from one position to another, with the approval of the trustee board;
6. advise and instruct teachers and principals in order to promote efficiency and maintain high standards;
7. exercise supervisory authority in organization, instruction, counselling and discipline;
8. inspect schools as often as feasible but at least once a year;
9. report upon the general efficiency of any school in his superintendency as required by the Minister or by the Board;
10. inspect all teachers with non-permanent certificates, probationary appointments or those on which the Minister or the board wishes a report or who request a report on themselves, and report formally on all of these;
11. investigate and report on all matters as required by the Minister;
12. attend as many board meetings as possible;
13. when necessary, and subject to the approval of the Board concerned, determine which school any pupil shall attend, designate zones and areas of school attendance;
14. plan and supervise the activities of directors and supervisors of instruction, teacher-consultants, and other teachers assigned to school district duties;
15. assist in the preparation of annual school estimates;
16. investigate and report on the conduct of any pupil when requested to do so by the Board;

Chart 14 British Columbia Department of Education



17. render such assistance as may be required in or outside the Department as required by the Minister.

Any district superintendent may be appointed executive officer of a board or boards on the recommendation of the board or boards concerned, subject to the approval of the minister.

Other officers of the department include: the registrar and director of examinations and teacher certification who keeps records of teacher certification, student transcripts, and is responsible for the preparation, marking and recording results of departmental examinations. Also there are directors of various branches and services including curriculum, guidance and teacher recruitment, curriculum resources (textbooks), research and standards, home economics, audio-visual, correspondence and school planning, and technical-vocational.

Local Administration

As of December 1972 the province is divided into 74 large school districts, which include combinations of cities, village, district municipalities, consolidated school districts, rural school districts and previously unorganized school districts. Each of these has a board of locally elected trustees, numbering 3, 5, 7, or 9 as determined by the minister. The term of office is usually 2 years.

The general duties and powers of the board of trustees are:

1. to abide by the provisions of the Public Schools Act and the regulations;
2. to determine local policy in conformity with the act for the effective and efficient operation of the schools in the school district;
3. to delegate specific and general administrative duties which require delegation to one or more than one employee of the Board;
4. where one or more than one annual meeting of electors is held in the school district under the Act, to cause to be prepared and presented at each meeting a report on the operation of the public schools in the school district for the school-year last expired before the meeting and a statement on the educational affairs of the school district, and cause to be exhibited to the meeting the last duly audited account of the receipts and expenditures of all school moneys;
5. when necessary or desirable, to visit a public school in the school district.

The board of school trustees in a district may also:

1. make by-laws not inconsistent with the provisions of the Act or regulations, relative to the organization of meetings of the

Board and to any matter over which power and authority of the Act expressly vests exclusively in the Board:

2. provide, with respect to any school in its district, under rules of the Board approved by the Council of the municipality in which the school is situated, a system of patrols whereby pupils may assist in the control of motor-vehicle traffic on highways or elsewhere so far as such traffic may affect pupils going to or from such school;
3. authorize from time to time the employment of such employees, in addition to teachers, as may be considered necessary by the Board to secure the efficient operation of the public schools of the district, and fix wages or remuneration, and may, by lawful process, dismiss any person so appointed;
4. become a member of the British Columbia School Trustees' Association and any branch thereof.

There are 57 provincial district superintendents and 4 officials in Vancouver School District with powers similar to those of a district superintendent. Under the authority of the minister, they provide leadership in one or more school districts. The board of school trustees in Vancouver is authorized to employ its own superintendent, assistant superintendents and inspectors. The other superintendents are civil servants, receiving the major portion of their income from the provincial government, although they receive supplementary administrative allowances from the school boards to which they supply services.

The superintendents' responsibilities extend to all types of public schools: elementary, junior and senior secondary. Their duties include assistance to the school districts in the preparation of budgets, recommendations for appointments, supervision of instruction, transfers of teachers and supervision of transportation. Special inspectors are also available in various instructional areas such as home economics, industrial arts and vocational education.

School Organization and Operation

Following the report of the Putman-Weir Commission in 1925, a 6-3-3 pattern of school organization was adopted, with the provision for junior high schools. In 1929 – 30 the senior high school course was extended to 4 years and, in 1937, a 2-stream policy was introduced, providing the choice between university and general programs. By 1958 it was found that between 60% and 70% of the pupils were enrolled in the university preparatory program, even though many

of the courses were unsuitable for them, and the Department of Education pointed out that the proportions in the 2 divisions should be reversed. It was partly with this in mind that the Chant Commission, in 1960, recommended a further change in the structure to a 7-3-2 or 3 pattern and this was adopted in 1961 – 62. Grade 13 was discontinued in June 1971 and the growing regional college system absorbed students who formerly would have gone on to grade 13. The structure of the public school system in 1971 – 72 is outlined in the Chart 15.

Each child over the age of 7 and under the age of 15 must attend school. The school year is fixed by the Lieutenant-Governor-in-Council and it begins on July 1, ending on the following June 30. The dates of school opening and closing, vacations and holidays are set each year by the Lieutenant-Governor-in-Council. Kindergarten classes may be provided with support from the government at the discretion of the school trustees. Departmental examinations are prepared and administered under the direction of the minister of education.

There is no provision in the Public Schools Act for independent, private or separate schools. The Public Schools Act requires, however, that schools shall be opened each day with the reading explanation or comment of a passage of Scripture from selected readings prescribed or approved by the Lieutenant-Governor-in-Council and the recitation of the Lord's Prayer. "Otherwise", the Act states, "the schools shall be conducted on strictly secular and non-sectarian principles". The regulations also state that the principal of every public school shall establish a program, to be approved by the board, of school assemblies to be conducted at least 3 times during the school year. The assemblies are intended to promote loyalty to the Queen, respect for Canadian traditions, laws, institutions, and human values, and include observation of occasions of historic or current importance to Canada and the Commonwealth as well as appropriate references to the Canadian flag.

Teacher Education, Certification and Conditions of Service

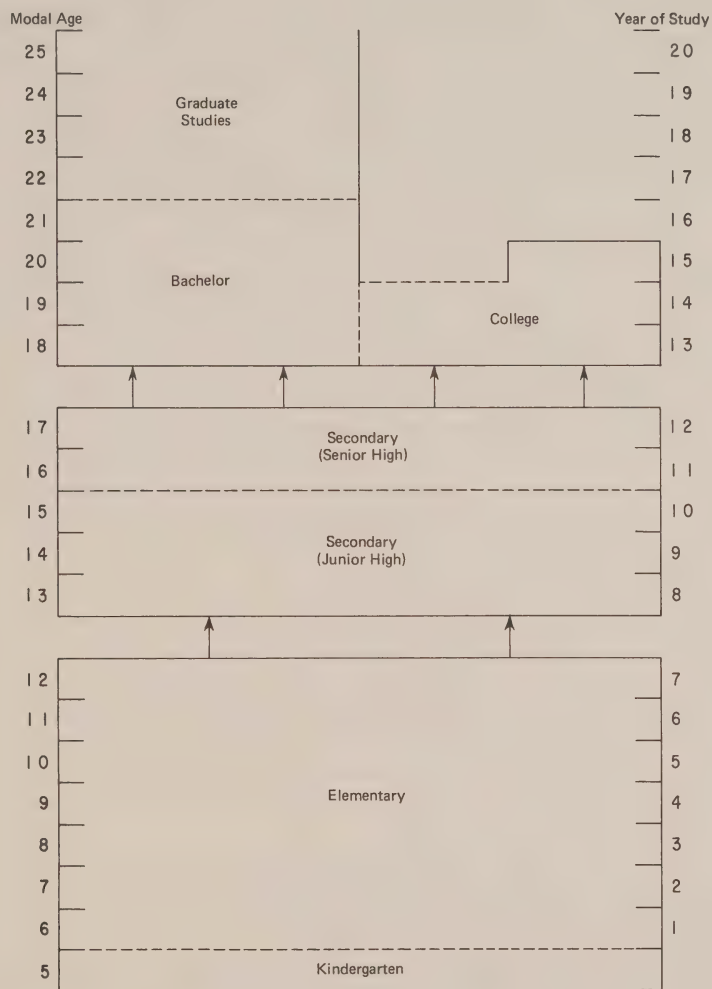
A teacher is defined as a person who holds a valid certificate from the Department of Education, who is employed by a board of school trustees to give tuition or instruction or to administer or supervise instructional service in a public school.

Teacher education is offered in the faculties of education at the University of British Columbia, University of Victoria, Simon Fraser

Chart 15

British Columbia

Organization of the Educational System



University and Notre Dame University of Nelson. The minimum requirement for entrance is completion of grade 12, after which a 2-year course (including one year of basic teacher education) must be completed for the first level of qualification, which is the Teaching Licence that is valid for up to 4 years but cannot be made permanent. Programs in the 4 universities are also offered leading to the degree of B.Ed. Four or 5 years are required for elementary, 5 years for secondary, and one post-graduate year for professional qualification of persons holding degrees in arts, science and commerce. Various types of specialist training are also provided.

There are 2 types of certificates: the standard and professional. The standard certificate, intended for teachers at the elementary level, normally is granted upon completion of grade 12 and at least 3 years of university including one year of basic teacher education. The professional certificate, valid for either the elementary or secondary level, normally is granted upon completion of grade 12 and at least 4 years (normally completion of degree) of university including one year of basic teacher education.

The duties of the teacher are described in the Public Schools Act and they are covered by the following topics: teaching, the use of texts and school property, reporting progress and attendance to parents, maintaining pupil registers and records, furnishing and verifying information and reports to the department, reporting outbreaks of disease, and assistance to teachers-in-training from the faculties of education.

Every appointment of a teacher by a board, except for probationary or temporary appointments made under the regulations, and every related contract constitutes a continuing contract. A board may at any time suspend a teacher from the performance of his duties for misconduct, neglect of duty, refusal to obey a lawful order of the board, or being charged with a criminal offence. A teacher has the right of appeal to the minister, who refers the appeal to a board of reference or review commission.

In return for this measure of security, teachers may resign only on December 31 or June 30, having given notice of their intention before November 30 or May 31 respectively.

Every teacher contributes 6% of his salary to the teachers' pension fund, to which the provincial government contributes about 4% of the total payroll for teachers' salaries. Retirement age is 65, with optional retirement at 60, and the amount of pension is based on length of service and the salary level prior to retirement. A person must have taught in the public schools of British Columbia for at least 10 years in order to qualify. The pension is now integrated with

the Canada Pension Plan. Portability arrangements are now in effect with Alberta, Saskatchewan, Manitoba, Ontario and Québec.

Technical Education

Technical and vocational education have been expanded through programs in which the Department of Education has co-operated with the federal departments of labour and manpower. Vocational schools were established in a number of centres and British Columbia Institute of Technology was opened in Vancouver in 1961.

In 1970-71 adult vocational schools were placed under the administration of public colleges, and in December 1972, 7 of the 10 vocational schools were functioning in this manner.

Higher Education

After the adoption of the new Universities Act in 1963, charters were granted to University of Victoria and Simon Fraser University. In order to co-ordinate their development with that of the existing University of British Columbia, 2 regulatory bodies were created: the academic board for higher education to advise the government on curriculum and the advisory board to make recommendations on finance. Provision was made subsequently for a division of college and university affairs in the Department of Education. This division was renamed post-secondary services in 1971. The University of British Columbia continues to offer a full range of undergraduate, and professional programs, including medicine, dentistry, law and engineering; while the new universities presently offer degrees in arts, fine arts, science and education. A special feature of Simon Fraser University is the trimester system.

Finance

Each board of school trustees is responsible for the financial arrangements in the section district under its jurisdiction. It is required to prepare annually a detailed estimate of the funds necessary to meet all expenditures during the ensuing year. The revenue of each board is obtained from two sources: grants from the provincial government and revenue from local taxation.

Provision for direct educational grants by the province is made in the Public Schools Act and additional assistance may be covered in other statutes. The basic operating expense grants, as authorized by the Public Schools Act, are calculated on an amount based on the

number of approved instructional units in the district determined annually for the administering, operating and maintaining of schools and the amount for auxiliary services.

Each school district is required to contribute locally to the cost of the basic education program an amount which can be raised by a levy on the assessed value of land and 75% of the assessed value for improvements. This basic levy is the same for all school districts and is determined annually by the Lieutenant-Governor-in-Council.

The basic grant payable each year to each school district is therefore, the cost of the basic education program less the amount which can be raised by the levy determined for that year. All operating expenditures budgeted by a school district in excess of the basic education program must be met by local taxation, except in certain instances where in the opinion of the minister increases in operating expenditures occur that are beyond the control of the board.

Capital expense grants as authorized under the Public Schools Act are calculated according to the ability of the school district to pay the cost of approved capital expenditures. The district board raises the total amount required by the issue and sale of debentures, this being fully guaranteed as to principal and interest by the province. The grants to each district for approved capital expenditure may not be less than 50% of the annual principal and interest repayments, where the local cost is not more than 3 mills. In districts with low ability to pay, the provincial share may be even as much as 90% of the costs.

The British Columbia School Districts Capital Financing Authority was created in 1963. It purchases debentures of the school trustees with money raised by the issue and sale of debentures of the authority and at the same price as the authority receives for the sale of its own debentures. District boards may also sell debentures directly to other purchasers if they wish to do so.

In addition to the direct educational grants to school districts, the province provides an annual grant on behalf of resident home owners. The grant is first applied as a rebate on current school taxes.

Taxes in district and city municipalities are collected by the municipal collector, while taxes in rural areas are collected by the provincial collector. In addition to direct educational grants to school districts and home-owner grants to defray local school taxes, the province pays directly on behalf of the Teacher's Pension Fund and the cost of prescribed textbooks.

The Public Schools Act provides that, in addition to having jurisdiction over the school district, the board of school trustees may establish, maintain and operate a college in which instruction is

offered in first and second university courses, other post-secondary training and adult education. Each college has a council composed of members appointed by the board of school trustees, the minister of education and the Lieutenant-Governor-in-Council. In all instances the colleges are administered through agreement between 2 or more school districts.

Provision for direct educational grants by the province in respect to the colleges is made in the Public Schools Act. The normal operating grant for each college has been not less than 60% of the essential operating expenses approved by the minister, the balance being obtained from tuition fees and local taxation. Government support, however, has recently been increased.

At the present time, 40 of the 74 school districts participate in the operation of the 9 colleges.

Up to the present time, the universities have presented their budget proposals to a financial advisory board, composed of provincial government appointees and a member from each of the 3 public universities. Presumably the recommendation of this body was used as the basis for the government decision on the total amount to be granted for the operating expenses of all universities during the ensuing year. The advisory board was then asked to recommend how the total amount should be divided.

After a change in government in 1972, a new policy was announced by the minister of education. A 5-member committee was appointed to examine all aspects of post-secondary education in the province. The minister also announced that a permanent board would be appointed by the government to advise it on the development, co-ordination and financing of all types of post-secondary institutions.

Bibliography

Johnson, F. Henry. *A History of Public Education in British Columbia*. Vancouver, University of British Columbia Publications Centre, 1964.

Commission Reports

British Columbia. *Report of the Commission of Enquiry into Educational Finance*. Victoria, King's Printer, 1945. (Cameron)

British Columbia. *Report of the Royal Commission on Education*. Victoria, Queen's Printer, 1960. (Chant)

Government Publication

British Columbia. Department of Education. *100 Years of Public Education in British Columbia*. Victoria, Queen's Printer, 1972.

Chapter 8

Prince Edward Island

Overview

Table 12

	1873	1921	1961	1971
Population	98,000	89,000	105,000	112,000
Enrolment:				
Elementary-secondary (public only)	14,500*	17,800	24,500	30,600
Post-secondary	n.a.	100	800	2,100
Teachers:				
Elementary-secondary				1,606
Post-secondary				164

Compulsory attendance is enforced for all persons between the ages of 7 and 15. The system is structured on an 8-4 pattern. There is no

*Estimate.

provision for separate schools. The province is now organized in 5 regional units, each administered by a board of 15 trustees and supervised by a superintendent. The post-secondary institutions include a technical college and a provincial university.

Historical Summary

When Prince Edward Island entered the Confederation in 1873, it already had a long and checkered history. It had been a colony of France, a colony of Britain, a part of Nova Scotia and, finally after being granted its own legislative assembly in 1773, it became the smallest of the maritime settlements governed from the Colonial Office in London. In 1805 the population was estimated at about 7,000, some French, some Scots, some United Empire Loyalists from New England and the next quarter-century brought a considerable influx of settlers from the United Kingdom that brought the total to over 30,000 in 1833. It was in this period that serious attention was first given to education.

As elsewhere, the first schools were missions or were operated by the clergy, Roman Catholic or Church of England. In 1804, however, official action was taken by the Governor, who made provision for a college in Charlottetown, and from this point onward the government moved steadily toward the establishment of an open, non-sectarian, public system of education. Kent College was finally opened in 1820 as the National School and thereafter it passed through various stages of development, becoming the Central Academy in 1836, the Normal School in 1856, and, in 1860, Prince of Wales College.

Meanwhile the first Education Act was adopted by the legislature in 1825 and it provided small grants towards teachers' salaries and the construction of school buildings. This led to the appointment of a 5-man board of education to control the expenditure of public money and supervise the selection of schoolmasters. In 1834 the membership of the board was increased to 7, new measures were approved for examining and licensing teachers, and local trustee boards authorized to examine the schools. Inspection by an official visitor began in 1837, but it was not until the 1850's that the salary and status were made sufficiently attractive to secure the services of a person with proper qualifications and experience.

The Free Education Act of 1852 introduced radical changes. Tuition fees were abolished, an assessment being placed on all householders and a tax being levied on all land, whether or not it was under cultivation. The provincial government assumed responsibility for

the greater proportion of teachers' salaries and this practice continued for many years. The board of education was also given increased authority, including jurisdiction over church-affiliated schools. Thus Prince Edward Island became the pioneer among the colonies in providing free education.

Although the colony was an active participant in the conferences which led to Confederation and the first meeting was actually held in Charlottetown, Prince Edward Island was not among the original provinces when the British North America Act was proclaimed. Internal political problems and dissatisfaction with the representation proposed in the new parliament caused a delay in accepting the new structure. Before agreement was finally reached in 1873, an attempt was made by some of the religious leaders to secure recognition for separate schools. This, however, was rejected and consequently the provisions of Section 93 of the British North America Act do not apply and the school system of the Island remains non-sectarian.

Immediately after Confederation a number of reforms were introduced. In 1877 a new Public Schools Act established the Department of Education, directed by a chief superintendent, who acted under the authority of the newly constituted board of education composed of members of the cabinet, the principal of Prince of Wales College and the chief superintendent himself. The board was empowered with the establishment of normal schools, the appointment of inspectors, the examination and licensing of teachers, the prescription of textbooks and the enforcement of school attendance between the ages of 8 and 13.

At the turn of the century a move was made to encourage the consolidation of schools, so as to provide a higher standard of instruction. Sir William Macdonald, a native of the island who had made a large fortune in central Canada, provided funds for the construction and initial support of a model consolidated school in each of the eastern provinces. In Prince Edward Island, however, the experiment was a failure and it was many years before this reform was accepted in the rural areas.

A 3-day strike of teachers in 1929 led to the appointment of a royal commission which recommended a new salary scale and pension plan for teachers, the consolidation of school districts, improved qualifications for inspectors, the re-organization of the board of education and the appointment of a minister of education and health.

The first minister of education was appointed in 1931, when the board was abolished and its functions were assumed by the Department of Education under the minister's direction. The qualifications for teachers were gradually raised after 1940 and, in 1958, a board of

teacher education and standards was appointed. In 1941 the minimum age for leaving school was fixed at 15 and, after the introduction of family allowances by the federal government in 1945, an attendance officer was appointed to see that the law was enforced. In the same year, the Department of Education Act combined the duties of the deputy minister and the chief superintendent, making the senior position non-political, and a representative body of citizens was designated to act as an advisory council to the minister.

Legislation was adopted in 1948 to create regional high school areas and these were gradually organized during the following decade. Sweeping changes were recommended by the Lazerte Commission in 1960 and these included the establishment of large administrative units with jurisdiction over both elementary and secondary schools, the transfer of high school classes and increased financial support from the province. Further re-organization, resulting from assistance through the federal-provincial program for social and economic development, has now reduced the number of administrative units to 5 and made high schools accessible to all the population.

After World War II, vocational education was organized for veterans under the federal veterans' rehabilitation program and this was gradually adapted in later years to meet the needs of civilians, especially after the introduction of the federal-provincial technical and vocational training agreements in 1960. Two commissions on higher education were appointed, one in 1965 and another in 1969, with the result that Holland College was established as a technical institution, while Prince of Wales College and St. Dunstan's University were amalgamated to form the new University of Prince Edward Island.

Departmental Structure

When the first minister of education was appointed in 1931, the Department of Education was reorganized and the minister became responsible for the administration of the Education Act as well as the spokesman for education in the cabinet and the legislature. In recent years the portfolio was held by a minister who served also as minister of justice, but in 1972 the duties were separated. Under the School Act of 1971, the minister is made responsible for its administration, being authorized to designate persons to act on his behalf. Since the act also provides for the repeal of the Education (Department) Act under the revised statutes of 1951, he is thus given responsibility for the organization of the Department of Education. He has authority also to establish advisory groups or committees to advise him on educational matters. He may divide the province into regional

administrative units, after consultation with the regional boards concerned and with the approval of the Lieutenant-Governor-in-Council.

His powers include the establishment of a foundation or other program, the prescription of standards of instruction, the approval of textbooks, the initiation of pilot or experimental programs, the adoption of the calendar for the school-year, and the establishment and conduct of schools, including kindergarten, for persons unable to regularly attend the schools provided under the act. After consultation with the regional school board and with approval of the Lieutenant-Governor-in-Council, he may purchase, rent or accept gifts of land or buildings for school purposes, and he may construct and furnish school buildings. Following receipt of the proposed budget of each regional board, he is authorized to meet with the board for discussion of their requests and, finally, to approve the accepted budget for each school-year.

The minister, with the consent of the Lieutenant-Governor-in-Council, may enter into any agreement he deems appropriate with the Government of Canada, any provincial or municipal government or any person for the operation of joint programs and for the purchase, ownership or operation of vocational schools and respecting the operation or ownership of school property by Canada or the province or both.

It is also the responsibility of the minister to establish the categories and classes of teachers' licenses, to grant licenses to teachers, to suspend or cancel any teacher's license in a manner provided by regulation and, after consultation and negotiation with the authorized representative of the instructional personnel, to establish salary scales. He may also provide for the training of teachers and for a system of practice teaching in the schools.

The minister is required to prepare an annual report on all regional administrative units, setting out statistical tables, accounts of all expenditures and comments on pertinent educational subjects. The report is laid before the legislative assembly at the next succeeding session.

The deputy minister is the senior civil servant of the department of education and he is usually a career educator. He advises the minister and directs the work of the department. His duties include:

1. the supervision and direction of the Department;
2. through the Registrar, the granting of teachers' licenses and certificates;
3. the enforcement of the School Act and the regulations of the Department;

4. the preparations of recommendations to the minister for the extension of educational services;
5. the preparation of an annual report to the minister on the actual state of education throughout the province.

The organization of the Department of Education is shown on Chart 16.

Local Administration

The population of Prince Edward Island is predominantly rural and the consolidation of school boards is a very recent development. In 1964, of the 432 schools in operation, 295 had only one classroom and most were administered by a trustee board of 3 or 5 members. Charlottetown and Summerside were each constituted as separate districts, with its own school board and superintendent.

The new School Act in 1971 replaced the existing structure with 5 large area boards, which together cover the whole island. Each is composed of 15 members, 10 of whom are elected locally, the other 5 members being appointed by the Lieutenant-Governor-in-Council. All members serve for a term of 3 years and may be re-elected or re-appointed and serve without remuneration, although they may be reimbursed for reasonable expenses incurred in discharging their duties.

Under the new act, each board is required to appoint a superintendent who acts under the direction of the provincial superintendents in co-ordinating the services of the Department of Education with those of the 5 superintendencies.

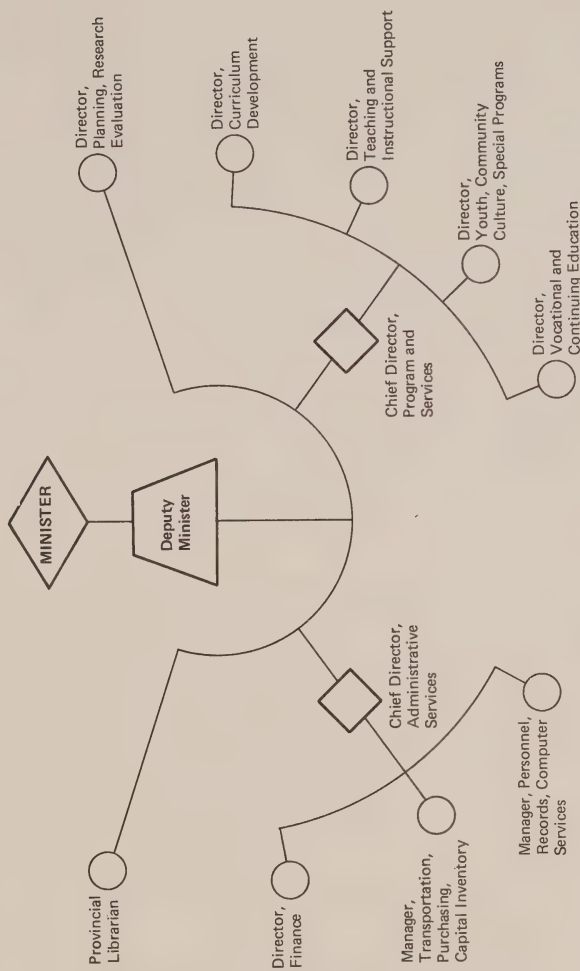
The duties of the regional school boards are:

1. to maintain custody of all school property;
2. to provide free schooling for all persons between the ages of 6 and 20;
3. to consult with teachers in the allocation of pupils to grades and departments;
4. to engage teachers by written contract and to suspend or dismiss a teacher, with cause, according to the regulations of the Department of Education.

School Organization and Operation

The school system is organized on the 8-4 pattern. However, the present policy of the Department of Education is to move toward a 6-3-3 structure and, where new schools are being built or where feasible with the present facilities, the new pattern is being introduced.

Chart 16
 Prince Edward Island
 Department of Education



Compulsory attendance is enforced between the ages of 7 and 15. Tuition is free and necessary transportation is provided for all persons between the ages of 6 and 20. The length of the school-year is determined by the minister. According to the calendar adopted for 1972–73, schools opened on September 1 and will close on June 28, 1973, with a total of 198 school days of which 188 are teaching days.

Provincial examinations, formerly set and marked by the Atlantic Provinces Examining Board at the end of grade 12, were terminated in 1970. Students completing the requirements for grade 12 are now issued a school leaving certificate by the Department of Education on the recommendation of the local school authorities. Students are admitted to the provincial university on the basis of the school record, a report from the principal and the scores on the tests of the Service for Admission to Canadian Universities. Grade 12 is recognized as junior matriculation and students entering university are normally required to complete 4 years to obtain an undergraduate degree. The structure of the system is shown in Chart 17.

Teacher Education, Certification and Conditions of Service

The minister is empowered to issue all teaching licenses and provision is made for teacher education in University of Prince Edward Island.

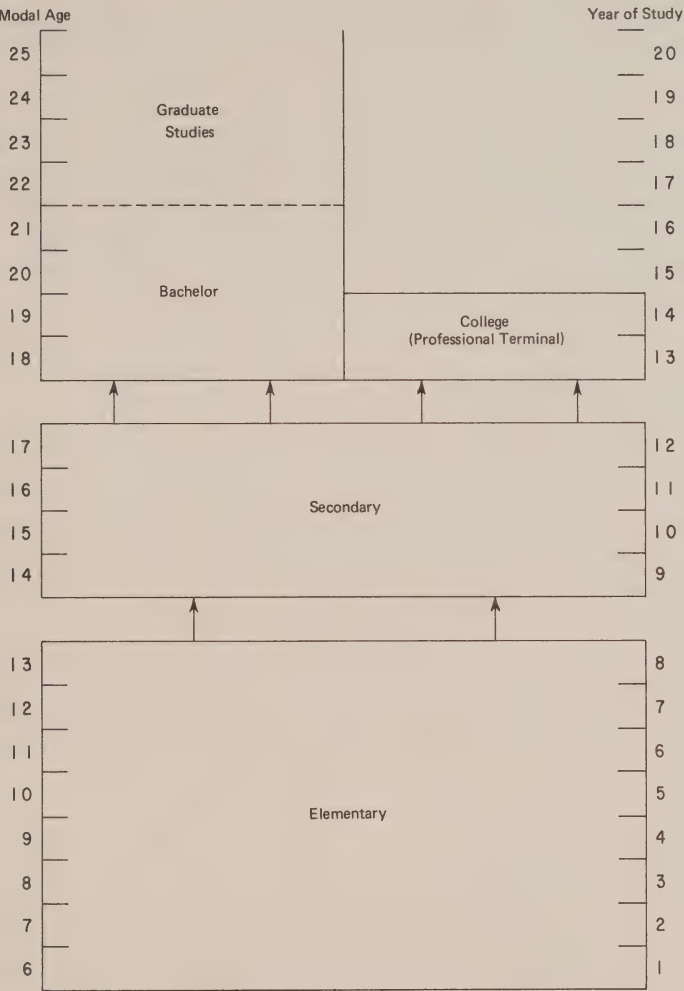
The 6 categories of licenses are based on the years of university study beyond grade 12 and all require one year of teacher education. The interim certificate is valid for only 2 years and it may be made permanent after 2 years of successful teaching. All licenses entitle the candidate to teach at any level of elementary or high school.

The School Act requires that every teacher:

1. shall diligently and faithfully teach to the best of his ability and in accordance with this Act and his contract of Employment;
2. shall maintain proper order and discipline on the school property;
3. shall have a care to the health and comfort of those for whom he is responsible;
4. shall notify the principal immediately of any suspicion that any pupil is affected with an acute communicable disease.

Provision is made in the regulations for teachers to attend the annual convention of the Prince Edward Island Teachers' Federation and local conferences and workshops arranged by the federation in co-operation with the superintendents of education for the regional administrative units.

Chart 17
 Prince Edward Island
 Organization of the Educational System



Employment contracts continue in force from year to year, unless terminated by mutual consent or dismissal for cause or for unsatisfactory service. They may be terminated only at the end of a school-year by notice in writing delivered by one party to the other before May 1. Where a teacher's license is cancelled or suspended, an appeal procedure is followed before a board of reference.

Teachers contribute 6½% of their total salary to the teachers' superannuation fund. They may apply for superannuation after the age of 55, with 30 years service. The superannuation allowance is calculated on the average yearly salary during the 5 years of highest salary while employed in Prince Edward Island and it is one-fiftieth of that salary multiplied by the total number of years of service up to 35 years. Provision is made for superannuation at an earlier age for reasons of health and also for withdrawal of contributions for persons leaving the teaching profession. The fund is integrated with the Canada Pension Plan.

Technical Education

With its small population and its dependence on agriculture, Prince Edward Island has found it necessary to co-operate with its neighbours in providing vocational education. Provision was made for students of agriculture to attend Nova Scotia Agricultural College and universities in central Canada. Following World War II some vocational courses were organized for veterans under the federal Veterans' Rehabilitation Program but it was only after 1960 that technical education was fully developed through co-operation with the federal authorities under the Technical and Vocational Training Act. Finally, in 1969, Holland College was established as a college of applied arts and technology and it now offers a number of non-degree technical programs.

Higher Education

Until recently, 2 colleges offered limited access to university studies. Prince of Wales College provided 2-year programs in arts and science, as well as the professional courses required for teacher certification. By agreement with universities in the maritime and central provinces, students were admitted to advanced standing in certain degree programs. St. Dunstan's University, which was granted a charter in 1917, was a church-related institution and, as such, was ineligible for provincial aid. It graduates were given limited standing in some universities. A Royal Commission on Higher Education (Bonnell

Commission) was appointed in 1965 and it recommended a federation of the 2 existing institutions. However action was delayed until a Commission on Post-secondary Education reviewed the problem in 1969 and recommended the establishment of Holland College and the merging of Prince of Wales and St. Dunstan's in University of Prince Edward Island. This new institution is a provincial university, offering a full range of undergraduate studies leading to a first degree.

Finance

The costs of public education in Prince Edward Island were traditionally met through local revenues and provincial grants. Local funds were raised through a poll tax on persons between the ages of 21 and 65 and through a tax on real property. The poll tax varied between 5 and 50 dollars, the wives of property owners being exempt, and the balance required was assessed annually on all real property, except cheese and butter factories, public halls, orphanages, cemeteries, parochial residences, hospitals and churches. Provincial grants provided support toward a minimum scale of teachers' salaries, general school operation, capital costs and school construction.

The system was completely revised by the Real Property Tax Act and the new School Act which came into effect on July 1, 1972. The financing of education through local funding by the poll tax and the real property tax was eliminated. Under the Real Property Assessment Act, all real property, business property and farm property in the province is liable to taxation. The rate of the tax to be levied is determined annually by the minister of finance and the taxes are paid to the consolidated revenue fund of the province. All education costs are paid from this fund, except where supplementary programs have been approved under the School Act.

Each of the 5 regional boards is required to prepare an annual budget for submission to the minister of education, who then meets the board for discussion of their request. The minister's approval is then given on or before a date fixed by regulation and the board may expend only such sums of money as are provided in the approved budget, or in supplementary items. Salary scales for teachers and for non-instructional personnel are determined by the minister after consultation with representatives of the teachers and the boards.

The Commission on Post-Secondary Education established in 1969 the method and level of government support for Holland College and the new university. In 1970-71 and 1971-72, support for University of Prince Edward Island was based on a per capita student formula but this policy was altered in 1972-73, when the calculation of operating

grants was based on a line-by-line analysis of the budget resulting in a block grant. For capital expenditures, the government makes a grant for debt repayment but each building project must receive cabinet approval before the university may borrow the necessary funds.

Bibliography

Commission Reports

Prince Edward Island. *Report of the Commission on Educational Finance and Related Problems in Administration*. Charlottetown, Queen's Printer, 1960 (Lazerte)

Prince Edward Island. *Report of the Commission on Higher Education*. Charlottetown, Queen's Printer, 1965. (Bonnell)

Prince Edward Island. *Report of the Commission on Post-secondary Education*. Charlottetown, Queen's Printer, 1969. (Sheffield)

Government Publication

Prince Edward Island. Department of Education. Annual Reports. Charlottetown, Queen's Printer.

Chapter 9

Saskatchewan

Overview

Table 13

	1905	1921	1961	1971
Population	236,000	758,000	925,000	926,000
Enrolment:				
Elementary-secondary (public only)	24,500	184,900	208,700	247,300
Post-secondary	n.a.	1,600	8,200	17,000
Teachers:				
Elementary-secondary				10,997
Post-secondary				1,444

Compulsory attendance is enforced between the ages of 7 and 16. The school program is in 4 divisions, with 3 years in each. The province is divided into 60 large units or superintendencies, 15 of the superintendents are employed by local authorities; 41 are provincially em-

played for the remaining units. The units are also grouped in 6 regions, co-ordinated under the leadership of a regional superintendent. Provision is made for separate schools. There is one provincial university, which operates on 2 campuses and carries on an active extra-mural program in other centres.

Historical Summary

In the decades between the purchase of Rupert's Land in 1869 and the creation of the provinces of Saskatchewan and Alberta in 1905, the territory was administered by the Government of Canada under what was virtually colonial rule. Until 1873 the area was governed by the Lieutenant Governor of Manitoba with the aid of a territorial council; thereafter the responsibility was discharged by the federal Department of the Interior. Regina became the territorial capital, serving as headquarters for the Northwest Mounted Police and the centre of government activities and services. The population in 1881 was estimated at 59,000, of whom about 50,000 were Métis and Indians. However, the construction of the Canadian Pacific Railway soon brought waves of settlers from the eastern provinces, from across the United States boundary and from overseas.

Once large-scale immigration began there was an immediate demand to supplement or replace the mission schools operated by the Roman Catholic and Protestant churches and in 1884 the first steps were taken to establish a school system under public control. In that year the first School Ordinance created a Board of Education with 2 autonomous sections. This gave Roman Catholics and Protestants each control over curriculum, textbooks and the qualifications of teachers. Essentially this was the structure that had been established in Québec.

With the rapid expansion of the settlements came the demand from the residents for greater representation and control in all spheres of government. As a result, a new ordinance was adopted in 1892 which replaced the board of education by a council of public instruction composed of the members of the executive council of the territories and 4 paid non-voting members, 2 Roman Catholic and 2 Protestant. The council was given control over the management and discipline of all schools, the licensing of teachers, the selection of textbooks, the inspection of schools and the training of teachers. A normal school was opened in Regina in 1893, the administration of the system was delegated to a superintendent and in 1901, the advisory members were removed from the administrative council.

While the new ordinance made provision for both public and separ-

ate schools, it imposed regulations which applied to both systems. Religious instruction was limited to the last half-hour of the day, although attendance at these exercises was not compulsory. The language of instruction was English, though it was permissible in some circumstances to give primary courses in French. This marked a reversal of earlier policy, substituting the practice of Ontario in respect to separate schools for the practice of Québec.

These changes brought bitter protests from the Roman Catholic hierarchy and some political leaders from Québec. The issue was raised again in 1905 when the new provinces were constituted. However, the basic principle of a single system was maintained and the provisions of Section 93 of the British North America Act were adapted by a substitution for paragraph (1) which reads as follows:

“nothing in any such law shall prejudicially affect any right or privilege with respect to separate schools which any class of persons have at the date of the passing of this Act, under the terms of chapters 29 and 30 of the ordinances of the Northwest Territories, passed in the year 1901, or with respect to religious instruction in any public or separate school as provided for in the said ordinances;

“in the appropriation by the legislature or distribution by the government of the province of any moneys for the support of schools organized and carried on in accordance with the said chapter 29 or of any act passed in amendment thereof, or in substitution therefor, there shall be no discrimination against schools of any class described in the said chapter 29;

“where the expression “by law” is employed in paragraph (3) of the said Section 93, it shall be held to mean the law as set forth in the said chapters 29 and 30, and where the expression “at the Union” is employed, in the said paragraph (3) it shall be held to mean the date at which this Act comes into force.”

This clearly provided for the continuation of such rights and privileges, with regard to separate schools, as existed in the territories at the time and it enabled both Roman Catholic and Protestants, when in a minority, to give religious instruction in their own schools, while accepting the common regulations for the course of study, textbooks, the training and certification of teachers and the inspection of schools. This was intended to guarantee a uniform standard of efficiency.

In 1905 there were 206 school districts, most of which were in rural areas, and there were 716 schools. The school population was 25,191.

When the new Department of Education was established, it resembled other departments of the provincial government. It was a separate branch of the public service, presided over by a commis-

sioner of education who was a member of the cabinet. The department had jurisdiction over all schools and institutes and the education of deaf and blind persons. There was an education council of 5 persons appointed by the Lieutenant-Governor-in-Council which approved all regulations concerning the course of study and school inspection. After the first year of operation, the number of school districts had increased to a total of 1,190. Enrolment stood at 31,275 and there were 1,298 teachers.

In 1907 the legislature adopted the Secondary Education Act. This provided for the establishment of 4-year high schools and collegiate institutes, to be managed by high school boards and supported from a supplementary revenue fund obtained from a tax of one cent on every acre of land. The requirements for equipment, attendance and the number of qualified teachers were higher for collegiates than for high schools. However, the course of study, textbooks and departmental examinations were the same. At the outset, only a few towns were able to organize high schools under the act but as time went on, more and more districts were able to offer high school instruction, at least through continuation of the elementary division.

Separate schools were established wherever a minority of rate-payers, either Protestant or Roman Catholic, petitioned for separate services. They are liable only for taxes to support their schools and they receive provincial grants. Separate school supporters elect a school board of 5 trustees and the schools are open to inspection by the Department of Education.

In the early days, when the population was concentrated in the southern half of the province, school districts were approximately 20 square miles in area. Provision was made for consolidated districts in 1913.

The depression of the 1930's retarded the development of education in Saskatchewan and it was not until the end of the decade that progress was resumed. Various proposals were advanced to improve services through the organization of about 60 larger administrative areas and in 1944 the legislature passed the Large School Units Act. It provided that resident ratepayers of a proposed unit might petition to have a vote taken before the unit was established, otherwise the unit could be set up by proclamation. After 5 years the rate-payers were permitted to vote on the dissolution of the unit if they so wished. Each unit was divided into 5 or 6 subunits each of which elected a trustee to the unit board, and each unit was placed under the supervision of a superintendent named by the minister.

Equalization grants were introduced in 1941 to assist rural and vil-

lage districts where the assessed valuation was below \$100,000 a classroom. Teacher training standards were also improved after 1942, the normal school year being extended to four 12-week terms, of which the candidate must complete three. At University of Saskatchewan, a college of education was opened in 1945.

The consolidation movement progressed steadily in the decade following World War II. After the adoption of the Larger School Units Act in 1944, 29 were established and they covered a total of 2,331 school districts. In the decade 1941-51 over 1,000 rural school districts closed their schools and by 1954, 56 larger units were in operation.

Improved administrative facilities resulted in improved programs. Provincial grants were increased substantially in 1947; new buildings were constructed; school libraries were improved and audio-visual equipment was provided in most schools; health services were expanded; technical and vocational programs were introduced with the assistance of the federal agreements; and in 1947, transportation was provided for students attending the larger unit high schools.

In 1956 a royal commission was named to examine the problems of agriculture and rural life. Although the focus of this enquiry was on the rural areas and educational services were only one aspect of the investigation, the report was influential in raising the quality of education and improving the status of teachers. Fees for all resident students were abolished in 1959 and a few years later the age of compulsory attendance was raised to 16. The minimum period of training for teachers was increased to 2 years after grade 12 and the normal schools at Saskatoon and Moose Jaw were gradually brought under the jurisdiction of the faculty of education at the university. A reorganization of the Department of Education was carried out in 1963 and a further re-structuring took place in 1972.

Even under the territorial administration, provision was made for the establishment of a university, first in 1883 and then by a university ordinance of 1903. It was 1907, however, before the site was chosen at Saskatoon and the institution was actually brought into being. The first students were admitted in 1909 and during the next 3 decades a full range of academic departments and professional faculties were established, together with an active extramural program. A faculty of graduate studies was organized in 1946. To meet the expansion in post-secondary enrolments during the 1960's, it was decided to preserve the structure of a single provincial university but to have it operate on 2 campuses and there are now semi-autonomous sections, one in Saskatoon and the other in Regina.

Departmental Structure

There are now 2 departments with jurisdiction in education: the Department of Education, which is responsible for elementary and secondary education, and the Department of Continuing Education, which deals with all matters relating to post-secondary education, including the university. Both report to the cabinet and legislature through the minister of education.

The minister of education is a member of the cabinet and head of the Department of Education, for the administration of which he is responsible to the legislature. The statutes setting forth the powers and duties of the educational authorities include: the School Act; the Larger School Units Act; the Secondary Education Act; the School Attendance Act; the Foundation Grants Act; the School Assessment Act; the Teachers' Superannuation Act, 1972; the Teachers' Federation Act; the Teachers' Salary Agreements; the Teachers' Tenure Act; the Teachers' Life Insurance Act; the School Secretary-Treasurer's Act; the Department of Education Act.

With the approval of the Lieutenant-Governor-in-Council, the minister is empowered to make regulations: for the classification, organization, government, division into grades, examination, supervision and inspection of all publicly-supported schools; for the construction, furnishing and care of all school buildings; for governing the appointment, qualifications and duties of school officials and for authorizing textbooks and reference books. Other matters over which the minister has power include departmental examinations, the preparation of statistical forms on which teachers and others report on education, suspension of certificates and the appointment of superintendents.

The education council is an advisory body whose functions are to represent the people, to keep the education offerings abreast of the pupils' needs and to evaluate the school program. The council consists of 5 members, 2 of whom must be Roman Catholic. Appointments are made by the Lieutenant-Governor-in-Council. Meetings are called at least once a year by the minister to consider general regulations concerning teachers, courses of study, teachers' institutes, and textbooks for adoption. The council may also consider any questions concerning the education system of Saskatchewan and report to the minister.

The deputy minister is the permanent head of the Department of Education. Under the minister he carries out the general policy laid down by the legislature and cabinet, administering it through the functional divisions of the department which is part of the civil service

of the province. The administrative officer and director of research report directly to the deputy minister.

The associate deputy minister co-ordinates the activities of the branches of the department most closely connected with the operation of the school system. He supervises all matters concerning curricula, examinations, records, supervision of schools.

The director of supervisory services is head of the supervisory branch of the department and is responsible for the supervision of classroom instruction and the management of schools. This branch is also responsible for teacher services, special education and guidance. In 1972 there were 34 superintendents employed by local urban and rural school boards. The province employed 6 regional superintendents, 6 assistant regional superintendents and 43 district superintendents who were responsible for both elementary and secondary schools in their area, as well as for the supervision of the separate and consolidated schools. Several consultants are employed to provide consultative services in special subject areas.

The province is divided into 6 regions, each consisting of approximately 10 school units and other districts. Each region is under the leadership of a regional superintendent, who serves as a co-ordinator and consultant within the region. Together with assistant regional superintendents and district superintendents, these educators plan the supervisory program of the school systems and organize in-service training.

The director of program development has overall responsibility for the work and services of the program development branch of the department. The main functions of this branch are the development of school programs to meet changing educational needs; the provision of a testing program for evaluating student performance; and the provision of consultative and support services for the implementation of these programs. The director is also responsible for co-ordinating the services of the instructional resources section with respect to library service and the development of radio, tape and television programs.

The director of research, planning and development heads the branch whose function is to provide an institutional or in-house capacity to service the research needs of the entire department. This responsibility focuses on 3 main functions: research, planning and policy analysis. The staff of the branch consists of a director and 4 research officers, each of whom is responsible for a particular area in the team approach to the studies undertaken. The branch provides co-ordination of the research activities undertaken in other branches

of the department and performs a major function with respect to the design and development of the department's central information system. The director is also responsible for ensuring that co-operative links are maintained with other educational agencies and research organization to improve the effectiveness of education in Saskatchewan.

By an agreement implemented in 1964, teacher education was integrated and placed under the administration of University of Saskatchewan and under the general supervision of the board of teacher education and certification. The board consists of 9 members, 3 to 5 of whom are designated by the minister of education, 2 by the president of University of Saskatchewan, 2 by the Saskatchewan Teachers' Federation and 2 designated by Saskatchewan School Trustees' Association.

The administrative plan of the Department of Education is shown on Chart 18.

The Department of Continuing Education was established in 1972, with powers and duties in providing education and training opportunities other than those provided in the School Act or the Secondary Education Act, for the government of Saskatchewan that relates to the university and for the education of nurses and ancillary nursing personnel.

The department is presided over by the minister of education, or such other member of the executive council as the Lieutenant-Governor-in-Council may designate.

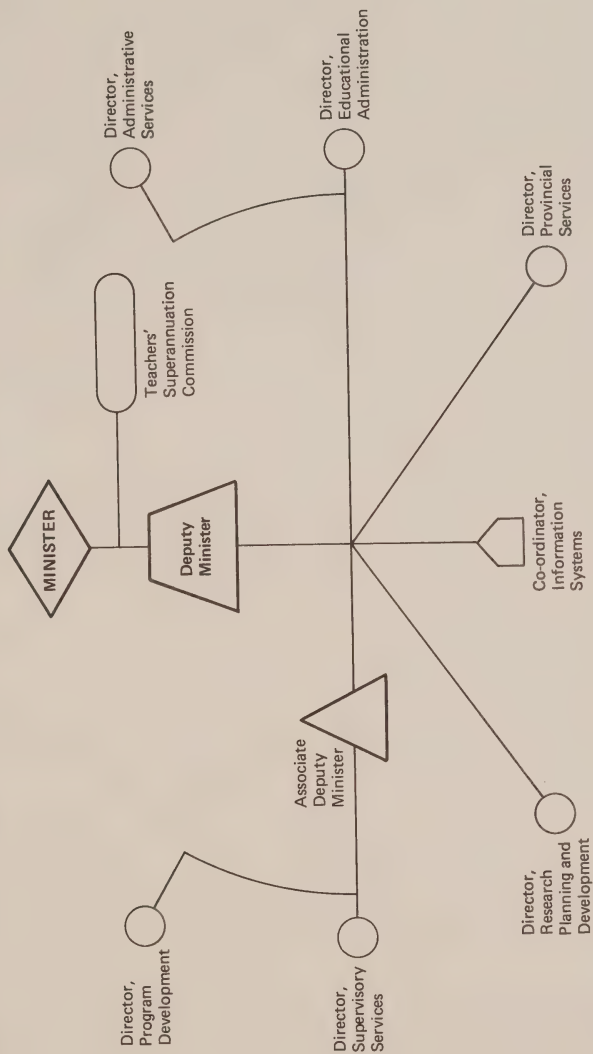
The minister, subject to the approval of the Lieutenant-Governor-in-Council, may make provisions for the establishment, supervision and administration of educational facilities:

1. for the purpose of extending educational and training opportunities other than those provided in schools administered under the School Act or the Secondary Education Act;
2. to provide courses of study or instruction to prepare persons for various trades or occupations;
3. to offer programs to provide to the persons and to the community enrichment of knowledge, understanding and appreciation of things civic, cultural or recreational.

Subject to the approval of the Lieutenant-Governor-in-Council, he may also make regulations and orders:

1. governing the operation of educational facilities established;
2. providing for the governing and administration of those educational facilities;
3. prescribing tuition or other fees payable in respect of courses of study or instruction provided in these educational facilities.

Chart 18
Saskatchewan
Department of Education



The deputy minister is the permanent head of the Department of Continuing Education. Under the minister, he carries out the general policy laid down by the cabinet and legislature, administering it through the functional divisions of the department.

The director of the colleges branch is responsible for the development and control of community colleges, adult education services, audio-visual and television services, inter-departmental training programs, private trade schools and federal-provincial relations. He is also chairman of the principals committee of the technical institutes.

The director of the research and evaluation branch is responsible for analytical and developmental research and evaluation programs related to institute, college and university levels.

The director of administrative services is responsible for budgeting, accounting, personnel services, student aid and those services which do not fall under the scope of the other branches. He acts also as the executive assistant to the deputy minister.

The organization of the department is shown on Chart 19.

Local Administration

There are 5 main types of local school administration:

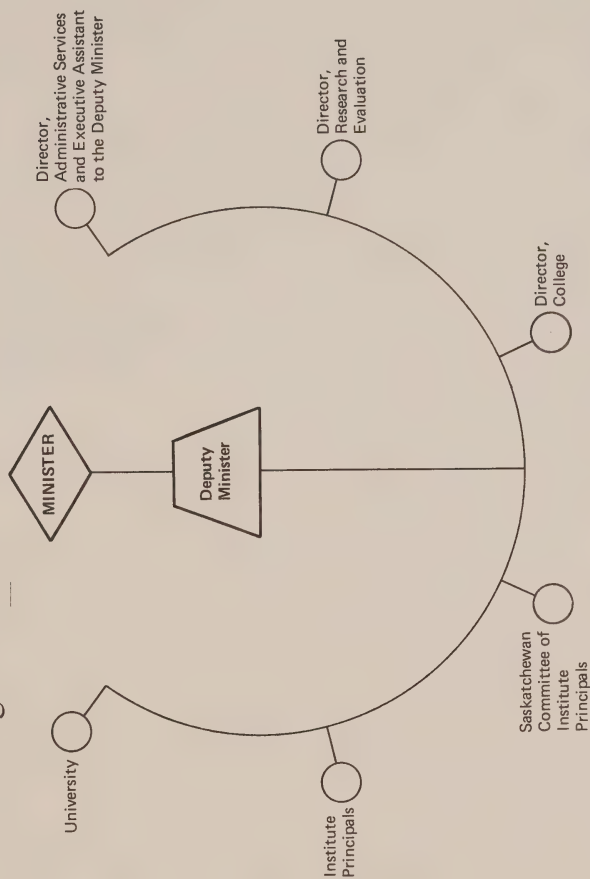
1. the small school districts, which are roughly 16 to 20 square miles in area and are administered by a board of 3 elected trustees;
2. the consolidated school districts comprising an area of 36 square miles, or more;
3. the large urban and city districts;
4. the larger school units, which combine 80 to 100 small rural districts, villages, and small towns in a specified area, where local district boards are retained;
5. northern areas which are now administered by Department of Northern Saskatchewan.

Separate school districts fall into the same categories depending on the size and location. High school boards are established under the Secondary Education Act to administer high school districts in towns and cities.

Re-organization of the small school district system has been in progress since 1944 and has resulted in the rural areas being organized for the most part into larger units and to the centralization of schools. Economic changes and technological advances have changed the social and economic life of the province and a re-organization of educational facilities was considered imperative.

Sixty larger school units have now been established throughout the

Chart 19
Saskatchewan
Department of Continuing Education



province. These are federations of school districts contained within their boundaries, with the actual administration centered in the elected board of the unit. In addition, there are 760 independent school districts divided into the following categories: 32 Roman Catholic and 4 Protestant separate school districts; 178 consolidated districts, 29 urban districts in 11 cities, 150 districts in towns, 351 districts in villages and 16 high school districts.

The unit boards are composed of from 5 to 8 members, as determined by the minister. Members are elected and hold office for 3 years. They may be paid remuneration at the rate of \$20 a day and travel expenses.

In addition to performing the duties of the small school boards, the unit boards administer, manage and generally supervise the educational affairs of all school districts; provide adequate school accommodation at the cost of the unit; select, appoint and pay teachers; confer and co-operate with the superintendent concerning educational problems. The board decides which school any pupil should attend, provides for high school instruction within or outside the unit and makes reasonable payment for transportation. The board holds an annual convention of the trustees of the district, maintains an office and engages a secretary-treasurer.

A unit board may, in its discretion, also undertake:

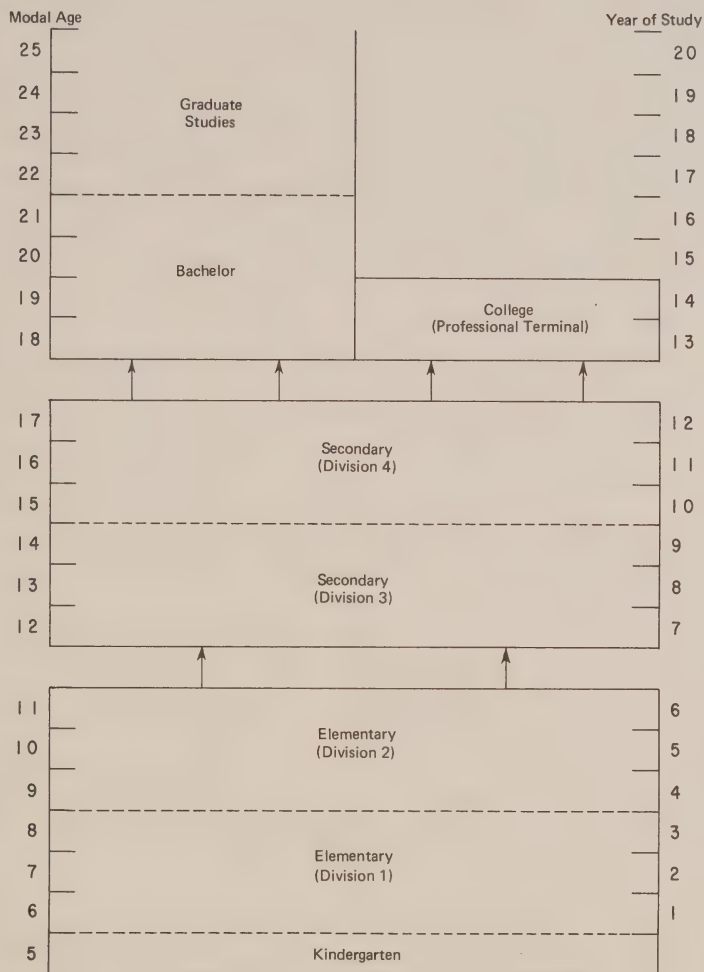
1. to make expenditures for health, including fees for physicians, dentists and nurses;
2. to employ specially qualified teachers for agriculture, manual arts, home economics, physical training, music, arts and drama;
3. to appoint and pay expenses of members attending school trustee or other educational conventions and to pay for membership in a trustee association;
4. to pay an honorarium of up to \$10 a year to the secretary-treasurer of each district board and up to \$50 a year to the secretary of each central district board, and a per diem allowance and mileage to a trustee of a central board for attendance at board meetings;
5. to acquire by gift or bequest real or personal property;
6. to invest any surplus in Federal Government or Saskatchewan Government bonds or debentures, or in those of another school unit.

When larger units were established, certain responsibilities of supervision and recommendation were allocated to the district boards. The unit board is responsible for providing schools and equipment, the employment of teachers, capital and operating costs. The closing, moving and renovating of schools and new construction

Chart 20

Saskatchewan

Organization of the Educational System



are usually decided upon after discussion with the local boards. More specifically, local school boards hold regular open meetings, appoint a chairman and secretary-treasurer and perform advisory functions concerning the affair of their districts.

The local board submits annual estimates to the unit board of any anticipated expenditures beyond those authorized by the unit board. It also retains the rights formerly held concerning language and religious instruction.

School Organization and Operation

The schools are organized in four 3-year divisions. Kindergarten classes are generally provided in the towns, and are optional for children between the ages of 4 and 6. School attendance is compulsory between the ages of 6 and 16, and anyone has the right to continue attendance to the age of 21.

Division I includes grades 1, 2 and 3 and the child enters at the age of six. Division II covers grades 4, 5 and 6. Division III is an intermediate section, including grades 7, 8 and 9 and has many of the characteristics of the junior high school. The senior high school, division IV, consists of grades 10, 11 and 12 (see Chart 20).

The school year is 200 days or such number as is determined by the minister. Vacations and holidays are set forth in school legislation. Every board employs one of its number or some other person to act as attendance officer. Failure to do so leaves the chairman with the responsibility to act.

The language of instruction is English, although a board may set aside one hour daily for instruction in French, and there is provision for use of French as the language of instruction in certain designated schools. A board may direct that its schools be opened by religious exercises consisting of the Lord's Prayer or reading from Scripture, or both and religious instruction may be given during the last half-hour of the school day. Attendance is not compulsory, however.

Teacher Education, Certification and Conditions of Service

Since 1963 all teacher education has been conducted by University of Saskatchewan and there are faculties of education on both the Regina and Saskatoon campuses. The minimum requirement for entrance is completion of grade 12 with an average of 65 %. Teaching certificates are permanent at issue, except for teachers who received their professional training outside the province who must serve a one-year

probationary period before receiving permanent certification. The general certificates are of 2 types, namely the standard A and the professional A. The standard A certificate requires 2 years of teacher education, while the professional A certificate requires a 4-year Bachelor of Education degree (or an acceptable 3-year degree and one year of teacher education). Standard B certification is based on one year of specialized training and a year of teacher education, and the professional B certificate is granted to graduates with a degree in an approved area of specialization and one year of teacher education. Vocational or technical certificates may be granted to teachers in special fields. Such persons must hold journeyman's certificates, or have completed a 2-year technical course and have 3 years work experience. If a qualified teacher is not available a board may be permitted to engage a person on probationary status to teach particular subjects at a specific level in a certain school but permission is valid for one year only.

Only teachers certified by the department or whose qualifications are approved by the Department of Education may be engaged by school boards. An offer of employment, and acceptance by the teacher within 4 days constitutes a contract and it remains in force from year to year unless terminated by one or other party. A teacher may not be engaged or dismissed except under a resolution of a school board at a regular or special meeting.

Teachers are permitted 20 days sick leave for every 12 months of continuous engagement and may accumulate this leave from year to year at the discretion of the school board. The amount of accumulated sick leave is commonly negotiated as part of the salary agreement. A board may terminate its agreement with a teacher at the end of June by giving written notice on or before May 25. In the case of a teacher who has attained tenure by having served the board for more than 2 years such notice of termination must state cause and is subject to appeal. If the board terminates an agreement at any other time the teacher must be given 30 days notice with cause and an appeal may be made to the minister. Teachers may be given leave of absence for a period of up to 14 consecutive months at any one time subject to such regulations and such remuneration as may be agreed on. Leave with partial pay is fairly commonly given to teachers who have served a board for at least a specified number of years (usually 7 or 10) for purposes of improving their teaching qualifications.

All teachers, including those employed in a designated position by the Saskatchewan Teachers Federation or on sabbatical leave, are subject to the Teachers' Superannuation Act, which is administered by the Teachers' Superannuation Commission. 2 of the 5 members of

the commission are appointed by the Saskatchewan Teachers' Federation.

Each teacher must make superannuation contributions at the rate of 6% of salary up to \$13,500 integrated with the Canada Pension Plan. This amount is deducted by school boards from the monthly salary or the minister may authorize an equal amount from the school grant. In order to qualify for a superannuation allowance, the applicant must have taught 8 years in Saskatchewan since June 30, 1954, and the allowance is paid to persons over the age of 55 with 35 years of service, but there are varied age-service requirements.

Calculation of the allowance is based on 2% of the average of the 6 highest years of salary (subject to maximum) multiplied by the total years of service subject to certain conditions. Provision is made for early retirement on account of disability and for refund of contributions to persons who do not qualify for a pension.

Technical Education

The evolution of technical (and higher) education in Saskatchewan reflects the importance of agriculture in the life of the province. The faculty of agriculture was one of the first to be established in University of Saskatchewan when it was founded in 1912 and it, as well as other departments, has always carried on an active extension program.

Itinerant programs in shopwork, vocational agriculture and home economics are offered in a dozen of the larger school units and vocational courses, including commerce and other subjects, are provided in about a hundred schools.

Technical and vocational programs are offered within the 2 Saskatchewan institutes of applied arts and science at Saskatoon and Regina, as well as in the Saskatchewan Technical Institute in Moose Jaw. These institutes provide 2-year full-time programs in the fields of business, the technologies and health services. Full-time trades and technical programs of up to one year's duration are also provided in these institutions under the federal-provincial adult occupational training agreements. These include business, health services and occupational fields. Trades and technical programs are provided in the provincial vocational centres located at Prince Albert, Meadow Lake and Weyburn.

Upgrading programs, designed to raise the educational level of post-school students so as to meet the educational requirements of trade and vocational programs are provided in the institutes, vocational centres and 53 other provincial centres.

Agricultural courses, designed for those engaged in the agriculture

industry, are provided throughout the province with the co-operation of the Department of Agriculture. Apprenticeship training programs are conducted throughout the province in conjunction with the provincial Department of Labour.

Higher Education

University expansion during the 1960's was achieved within the framework of University of Saskatchewan by developing 2 campuses. Under this plan the university has a central structure, including a board of governors, senate and general university council, a principal and small administrative staff. The branch institutions enjoy a certain degree of autonomy and each is administered by a vice-principal and council. The university board of governors has responsibility for the management, administration and control of property, revenues, business and affairs of the institution and is required to submit an annual report and an estimate of expenditures for the next ensuing year to the Lieutenant-Governor-in-Council.

To provide post-school education for the residents of all districts within the province, the introduction of district community colleges is now under study. The proposed community college program will be based upon the expressed community educational needs in the broad fields of adult education, community service activities and the provision of university and technical vocational programs in the districts through the extension divisions of the university and institutes.

Finance

Elementary and secondary education is financed mainly from provincial grants to school boards which cover about 50 % of total operating expenditures, and locally imposed taxes on real property.

School boards prepare preliminary budgets and submit them to the Department of Education each fall. The department reviews the budgets for 2 main purposes:

1. to provide information and advice to school boards concerning educational programs and spending plans for the following year;
2. to arrive at a total level of school board expenditure which will be provided with financial support through grants to school boards.

The formula used for determining operating grants to school boards is: $\text{Grant} = A - B$.

The "A" is recognized expenditure and consists of:

1. standard rates of recognition based on pupil enrolment, which in 1972 were: \$506 for each student enrolled in years 1 to 6; \$608

for each student enrolled in years 7 to 9; \$760 for each student enrolled in years 10 to 12; (handicapped students are recognized at \$1,012 and students attending comprehensive high schools at \$846);

2. an allowance for transportation in rural areas based on the number of students transported and the mileage of bus route;
3. actual capital debt retirement costs;
4. actual tuition fee payments (up to a maximum);
5. allowances for board and room and transportation for cases not covered by general transportation.

The "B" is recognized local revenue and consists of:

1. the revenue which would be derived from a levy of 45 mills in cities and 40 mills in all other areas on the equalized assessment;
2. actual fee revenue.

Thus, the higher the assessment the lower the grant and the lower the assessment the greater the grant. School boards are free to spend either more or less than the recognized amount and to levy a local tax rate which may be different from the rate used in the computation of grants.

"Special" or "incentive" grants are very insignificant at present.

School boards must receive the approval of the Department of Education before proceeding with capital projects. Any borrowing must be approved by the local government board which usually requires a vote of burgesses in urban school systems. Capital grants on projects range from 20% to 40% of costs approved by the department, based on an equalization principle.

The budgets of all post-secondary institutions are submitted to the Department of Continuing Education which recommends to the cabinet the policies with regard to operating and capital expenditures.

Bibliography

Commission Report

Saskatchewan. *Report No. 6, Royal Commission on Agriculture and Rural Life*. Regina, Queen's Printer, 1956.

Government Publication

Saskatchewan. Department of Education. *Annual Report*. Regina, Queen's Printer.

Chapter 10

Alberta

Overview

Table 14

	1905	1921	1961	1971
Population	166,000	589,000	1,332,000	1,628,000
Enrolment:				
Elementary-secondary (public only)	24,100	124,300	294,000	423,900
Post-secondary	n.a.	1,900	9,800	41,000
Teachers:				
Elementary-secondary				20,358
Post-secondary				3,019

Compulsory attendance is enforced between the ages of 6 and 15. While there is no provision for general funding to school systems, for pre-school or kindergarten classes the Department of Health and Social Development offers limited support. The school system is

structured on a 6-3-3 pattern. Large units of school administration were first introduced about 50 years ago. There are now 30 school divisions, 30 rural county systems, 3 urban county districts, 91 separate school districts, 51 public school districts and one regional high school district. The Department of Education maintains 5 regional offices. The post-secondary institutions, under the jurisdiction of the Department of Advanced Education, include: 4 universities, 6 comprehensive colleges, 2 technical institutes, 3 regional agricultural colleges and a number of adult vocational centres.

Historical Summary

In the years during which Saskatchewan and Alberta shared their history as territories administered by the Government of Canada there was little difference in the pace of their development. New settlers came from the eastern provinces, demanding schools and a voice in their operation, especially after large numbers of immigrants began to arrive from Europe with different languages and traditions. The schools multiplied, first under the dual system inaugurated by the ordinance in 1884; then under the unified system established in 1892.

As the systems grew, they depended on Ontario and the maritime provinces for teachers and they adopted the methods, the curricula and the textbooks used in the older provinces. Inevitably, the development of education in the western territories was an extension of the system established by Egerton Ryerson in Ontario 50 years before.

The crisis that occurred over separate schools in the 1890's was equally serious in the eastern and western sections of the territories and the ultimate solution was the same in both areas. When the new provinces were constituted in 1905, the 2 acts each contained an identical Article 17 dealing with education in the same terms as Section 93 of the British North America Act. Thus the same guarantee was given to the religious minority of public support for separate schools. In Alberta, there was particular concern that this should be interpreted in conformity with the school ordinances of 1892 and 1901 and when the elections were held for the first assembly both parties agreed on this issue.

The boundaries of the territories and provinces are shown in the accompanying Maps 2.

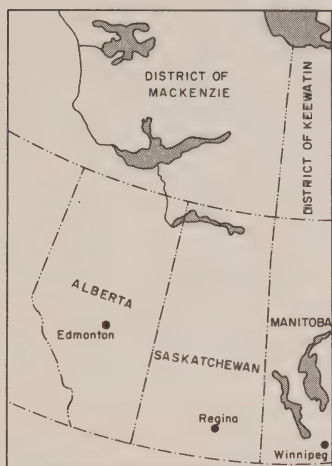
The transition to a provincial educational system began immediately under the new Department of Education. In 1906, the enrolment was 28,775; there were less than 1,000 teachers; and there were about 600 district school boards. The first normal school was opened

Maps 2

Territorial and Provincial Boundaries



Territorial Boundaries before 1905



Provincial Boundaries after 1905

that year in Calgary, with a staff of 2 instructors and the period of training was only 4 months. Other normal schools were later established in Camrose (1912) and Edmonton (1920). Meanwhile, instruction began in arts and science at the new University of Alberta in Edmonton in 1908. It is recorded that only 33 students wrote the final examination in standard 13 (grade 12) in 1906 but the number of candidates rose steadily as a result of the increased enrolments, which tripled during the first decade.

The leadership of the department was equally vigorous in the 1920's, when the minister of education appointed several committees under the direction of the superintendent of schools, Dr. G. F. McNally, to make a thorough-going review and revision of the course of study. This experiment was very successful and it has been said that nowhere in Canada at any time was a greater effort made to secure the opinions of people representing all shades of thought than was made in Alberta during 1921 and 1922. As a result of these consultations the school program was revised for both urban and

rural schools. Elective courses were introduced, provision was made for vocational training, emphasis was placed on preparation for home and family life and there was a shift away from the mental discipline approach to learning.

Immigration reached a pre-war peak in 1913, with settlers coming from eastern Canada, the United States and Europe. Again the tide rose in the late 1920's, reaching another peak in 1930, before the province plunged into the difficulties of drought and the depression. During these years there were several experiments with school consolidation and large administrative units which, although not entirely successful, laid the groundwork for the organization of 44 school divisions in the late 1930's.

Again in 1935, the Department of Education began a revision of the curriculum, first in the elementary and then in the secondary schools, and in 1940 a new approach was made to subject integration through the "enterprise method". This brought subjects like history, geography, science, language, arithmetic and civics within a common core, and was widely used in the elementary grades.

Following the end of World War II, the province faced an acute shortage of teachers and the department chose to meet the challenge by raising the standards for entry and training in the teaching profession. The responsibility for teacher education was transferred from the normal schools to the University of Alberta, where a faculty of education was established. This change improved the academic quality of the training programs and broadened the range of experience. Two years later the first rural comprehensive school was opened, with vocational and apprenticeship courses and a formal guidance program.

The County Act of 1950 made the county councils responsible for local administration of both municipal and school affairs and the municipal districts and school divisions were placed within the same boundaries. A few years later the first public junior college was opened in Lethbridge, financed partly by the government and partly by the combined efforts of several school divisions and districts.

A Royal Commission on Education (Cameron Commission) was appointed in 1957 to make "a comprehensive survey of the various phases of the elementary and secondary school systems . . . with particular attention to programs of study and pupil achievement". Its report, presented in 1959, offered 280 recommendations covering all aspects of elementary and secondary education, as well as the preparation and certification of teachers, school finance and the development of community colleges. Many of its proposals were implemented during the 1960's.

As the retention rate of pupils through high school improved, post-secondary enrolments also increased sharply. Two new university charters were granted, to the University of Calgary in 1965 and the University of Lethbridge in 1967. Several new colleges were also opened, the provincial government assuming most of the responsibility for financial support, thus relieving the school authorities of involvement for claims on the property tax. Faced with rising enrolments, growing costs and an increasingly complicated pattern of educational services, the government appointed a new Commission on Educational Planning (Worth Commission) in 1969 to prepare a broad outline for future development.

Departmental Structure

In 1972, responsibility for educational services was divided between the existing Department of Education and a new Department of Advanced Education. While there is provision for close liaison between the 2 departments, each reports to the cabinet and legislature through its own minister.

The minister of education is responsible for the general oversight of educational services in elementary and secondary schools. He is charged with administering the following acts:

1. the Department of Education Act, which constitutes the Department of Education and defines its powers, including the control of curriculum, the certification of teachers, the supervision of schools and services and related matters;
2. the School Act, which establishes the local authorities and defines their powers, including the conduct and operation of schools, the methods of obtaining tax revenues, the regulation of attendance, the engagement of teachers and the school calendar;
3. the School Grants Act, which prescribes the regulations covering expenditure of money voted by the legislature to be used for the support of schools;
4. the School Buildings Act, which provides for a board and regulations that determine the extent to which a school building is eligible for assistance from the School Foundation Program.

The deputy minister of education is the permanent head of the department. He is a civil servant and usually an educator. He advises the minister and supervises the operation of the department. The associate deputy minister is directly responsible for the instructional services, including curriculum, pupil personnel, teacher certification and field services, and for the general areas of school buildings, operational research, finance and statistics, communications and the

school book branch. The organizational plan of the department is shown on Chart 21.

In 1972, 5 regional offices were operated by the department to supplement the work of the central office personnel. These offices provide assistance to local school boards through consultation on matters such as supervision, evaluation and administration for school administrators, as well as consultant advice on curriculum development and implementation for teachers.

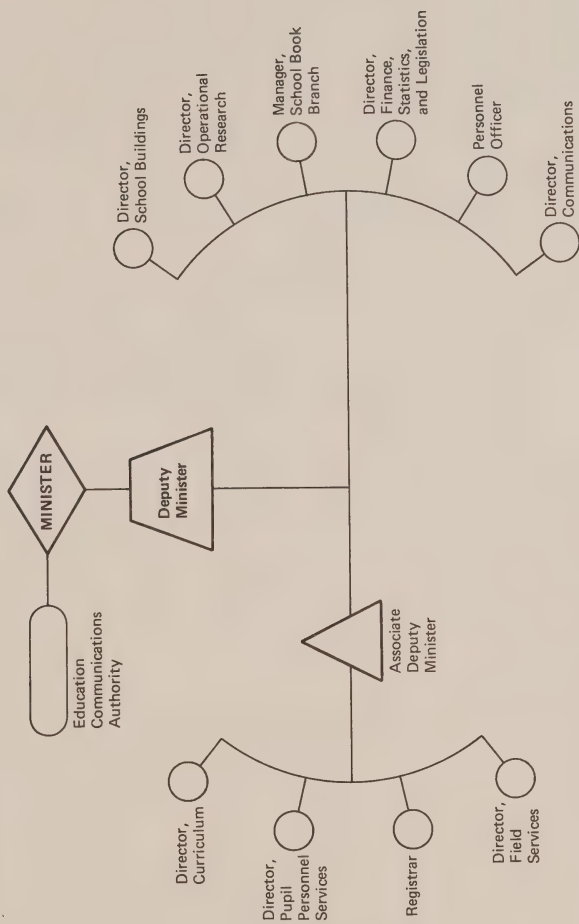
The Department of Advanced Education Act was adopted in June, 1972. The purpose was defined as to provide the leadership, service and co-ordination necessary to ensure the efficient development and functioning of an effective system of advanced education responsive to the needs of all Albertans. The jurisdiction of the department covers all educational services provided by universities, colleges, institutes of technology, agricultural and vocational colleges and vocational training centres; adult education programs provided by school boards or other public or private agencies; apprenticeship programs; Canada manpower programs; and programs offered by licensed business or trade schools.

The minister is authorized to establish such boards, committees or councils as he considers necessary or desirable and he may make regulations for:

1. the apportionment and distribution of all moneys appropriated by the legislature for the purpose of making grants towards advanced education in Alberta;
2. the establishment, operation, administration and management of vocational, technical or agricultural schools or institutes, or agricultural and vocational colleges;
3. the teaching of practical and scientific farming, household economy, domestic and other matters related to agricultural and vocational colleges;
4. the registration of students in programs offered in institutions referred to in clause (2);
5. prescribing fees to be charged for any matter or service provided by the department;
6. providing for correspondence courses and fees to be charged in connection therewith;
7. programs offered or to be offered by institutions referred to in clause (2).

The deputy minister acts as permanent head of the department, advising the minister and administering the general operations. At present, the department consists of 4 branches: division of vocational and technical education, division of agricultural and vocational col-

Chart 21 Alberta Department of Education



leges, division of continuing education, division of student finance administration.

Five services are shared with the Department of Education: finance, statistics and legislation; communications; personnel; operational research; and the school book branch. The future organization of the department is shown on Chart 22.

Plans are now being developed for the future. The major functions of the department have been defined as follows:

1. to secure, allocate and ensure the efficient use of resources for advanced education;
2. to identify needs and establish system-wide goals for advanced education;
3. to engage in system-wide anticipatory planning and policy development;
4. to clarify and implement legislation in the area of advanced education;
5. to provide co-ordination of programs and system monitoring;
6. to offer consultative services in advanced education;
7. to interpret advanced education services and functions to government and public; and
8. to maintain linkage with government and private agencies to deal with the inter-locking complexity of social problems.

In order to perform these functions and to avoid possible duplication with the Department of Education, an interim structure is being adopted to serve during a transition period that falls into 3 phases between now and 1975. This necessitates the elimination of the university affairs committee and the college affairs committee, which are to be abolished in 1973. At that time their appropriations will be transferred to the Department of Advanced Education. Three operational areas are to be established: university affairs, college affairs and vocational and technical education. Each of these will be headed by a chairman, who will report to one of the 3 assistant deputy ministers to be appointed early in 1973.

Through the implementation of these changes, it is expected that the desirable characteristics of a system of advanced education may be developed and these are defined as: co-ordination, efficiency, adaptability, participation and quality.

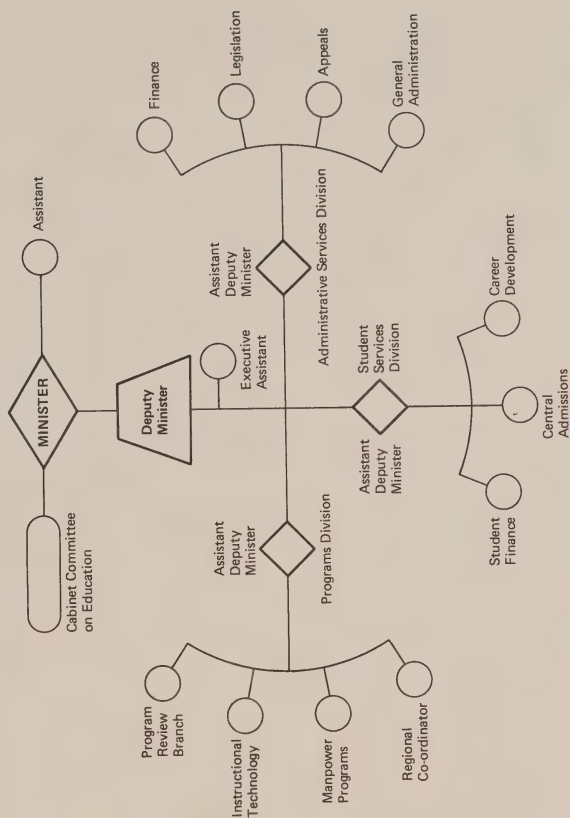
Local Administration

The school district is the basic unit of school administration, although since 1937 the administrative responsibilities have been largely assumed by school divisions, which combine rural districts and have

Chart 22

Alberta

Department of Advanced Education



Target structure

been joined by villages and towns. County units now combine the municipal governments and school divisions.

The School Act provides that the religious minority, Protestant or Roman Catholic, may establish a separate school district and these boards have the same rights and obligations as public school boards. The property of all persons belonging to the minority faith is assessable for the support of the separate school district and all children of parents of such faith must attend the separate school. A separate school district may be dissolved by action of the minister after approval is obtained by plebiscite and the residents of the separate school district then become residents of the public school district.

The first step in organizing larger administrative units was taken 35 years ago when consolidated and rural high school districts were introduced. Consolidated school districts covered between 30 and 80 square miles, with a village or town as a centre, and the pupils from several one-room schools were transported to a central institution. Rural high school districts were a modification of this plan, with adjacent districts combining their resources in the operation of the high school department only. No new districts of these types have been created for many years, but some of the old ones continue to operate.

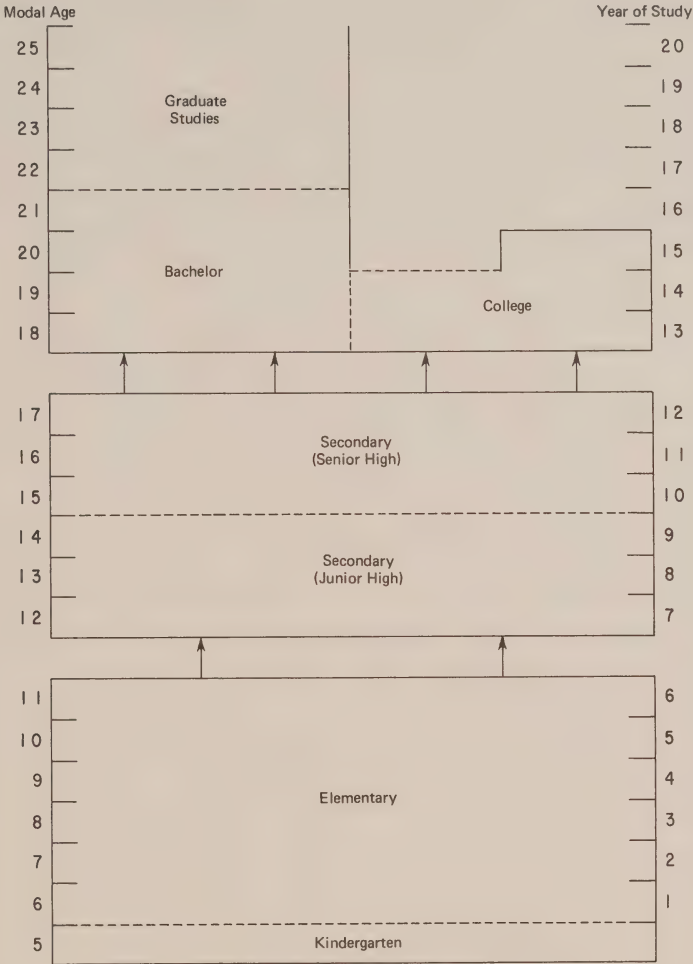
School divisions were first organized in 1937, when some rural school districts became federated under one general administrative board. There are about 30 divisions, each comprising 70 or 80 school districts, with enrolments between 1,200 and 1,500 pupils and employing 60 to 80 teachers. The area covered by the average division varies from 1,500 to 2,000 square miles and there is usually a fairly large centre of population which is the site of a comprehensive school.

The board of the school division exercises, with respect to the total area, powers which are identical with those of a school district: budgeting, engaging teachers, erecting schools and transporting pupils. Provision is made for each divisional district to maintain its local board, the function of which is largely advisory in matters related to religious instruction and French. The division board may enter into agreement with any city, town, village, consolidated or separate school district for the inclusion of the district in the division and the electors of the district may demand a poll on the matter.

The officers of school districts and divisions are: a chairman and vice-chairman, a secretary-treasurer, an auditor and a superintendent. The latter is employed by the board, subject to the prior approval of the minister, and he usually acts as the principal executive officer of the board. It may delegate to him any of its duties and responsibilities.

The County Act of 1950, which was revised in 1955, unified muni-

Chart 23 Alberta Organization of the Educational System



cipal and school administration. The first county units were organized in 1951 and there are now 30 rural county systems and 3 urban ones. So far as possible, the boundaries are co-terminal with the boundaries of the previous school divisions.

The county council operates through 2 committees, a municipal committee and a school committee. The latter exercises all the duties and powers of a school board under the School Act. In all school districts and divisions elections are held every three years in the same manner as municipal elections.

All school boards must provide annual returns to the Department of Education, indicating enrolment, finances and other matters. The accounts of all school districts and divisions must be audited by the end of February for the previous 12 months. The auditor's statement must be given to the secretary of the board and to the minister.

School Organization and Operation

School attendance is compulsory between the ages of 6 and 15. A person may continue attendance as a pupil until the age of 18 and may be permitted by the school board to continue after the age of 18. Most school systems accept children for entrance at the age of 5½ years and some provide pre-school classes on a selective basis but without government support.

The school program has been divided into 3 sections. The elementary school covers grades 1 to 6 and all subjects are compulsory. The Junior high school, grades 7 to 9, offers a wide range of exploratory and cultural options in addition to the compulsory subjects. In the senior high school, grades 10 to 12, credits in English, social studies and physical education are required for graduation, with other subjects chosen from a range of options, academic, commercial, aesthetic, expressional, technical and agricultural. The full program of options is offered only in the large composite schools. (See Chart 23.)

The school-year is set by each school board and usually begins in late August or early September. Frequently it is divided into 2 semesters, the first ending either on December 23 or at the end of January. A minimum Christmas vacation from December 24 to January 2 inclusive, and an annual vacation of at least 4 consecutive weeks are mandatory.

The minister may regulate the use of English, French and other languages of instruction and the school board of a district, division or county may prescribe religious exercises and permit religious instruction.

Private schools may be established by an individual or a group of

persons upon receiving approval from the minister of education. Such schools must comply with the regulations of the department by following the provincial curriculum and engaging certified teachers. All schools which purport to offer elementary and secondary school instruction must be open to government inspection and must meet the standards of publicly operated schools. Private vocational schools must be licensed by the Department of Labour. There are about 30 private schools which give instruction in the elementary and junior high school grades and 13 offer senior high school subjects.

The reforms of the 1960's in school organization were based very largely on the recommendations of the Cameron report. The commission urged the retention of the 6-3-3 pattern of school organization and recommended that the compulsory program of the 6-year elementary school should be retained. However, at the 2 levels of high school, it proposed that the curriculum be extended, that the periods of instruction be increased and that specialization be postponed until the final 2 years of senior high school.

The Worth report, which was published in June 1972, recommended that educational services be provided for all ages of the population and that they be organized in 4 divisions, as early, basic, higher and continuing education. Early and basic education would continue to be the responsibility of the Department of Education and greater emphasis would be placed on early education, especially through the use of television. Basic education would continue to be offered in a 12-year program, with more emphasis on individualization and motivation, and schools would be linked with regional learning centres to supply multi-media facilities. The system would be decentralized, even to the point of creating school councils to assist in determining local policy. Post-school education, according to this plan, would be organized in 2 phases: higher education to be offered in the universities, and continuing education in various out-of-school programs. To complete the structure, the Alberta Academy would give courses by radio, television, tutorials and correspondence which would be recognized for credit at colleges and universities, although it would not itself grant degrees. The objectives and functions of the recommendations are shown in Chart 24.

Teacher Education, Certification and Conditions of Service

In 1945 the 2 normal schools operated by the Department of Education were incorporated in the faculty of education of the University of Alberta. There are now 3 faculties of education, in Edmonton, Cal-

gary and Lethbridge, each offering programs which lead to the degree of B.Ed. The minimum requirement for entrance is a high school diploma. Areas of specialization include elementary and secondary education, science, languages, commerce, technical education and administration. The board of teacher education and certification provides the liaison between the Department of Education, the universities, the Alberta Teachers' Association and the Alberta School Trustees' Association, and advises the minister on teacher certification.

All teachers are required by law to possess a teaching certificate issued by the Department of Education. There are 3 categories of certificates: conditional, provisional and professional. The conditional certificate is restricted to persons wishing to qualify as vocational teachers through completion of the second year of the B.Ed. program. It is valid for 3 years and may not be made permanent. The provisional certificate requires the completion of grade 12 and 3 years of the B.Ed. program and it also is valid for 3 years and may not be made permanent. The professional certificate is granted to persons holding the degree of B.Ed. (4 years), and it is valid for 3 years and may be made permanent after 2 years successful teaching. Only Canadian citizens or British subjects may qualify for permanent certification. A number of the older types of certificates issued before 1966 are still in circulation and are considered valid.

A legal contract requires an offer, acceptance by the teacher, confirmation by the board, statement and notification. It continues in effect from year to year with salary according to the schedule negotiated between the board and its employees. Temporary teachers are employed with a written contract designating the period of employment, one copy being filed with the minister. The duties of the teacher are set by the school board.

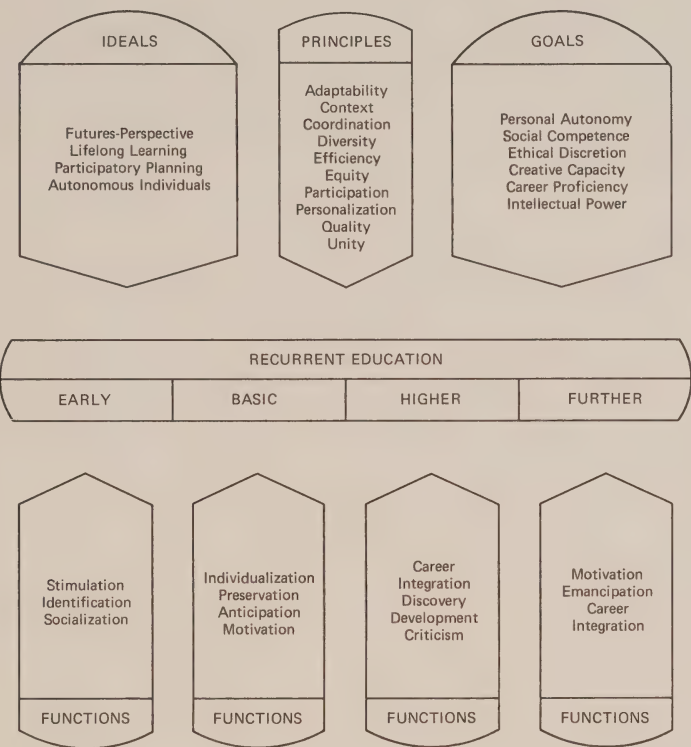
School boards are required to adopt a salary schedule which determines the salary of all regular teachers and the schedules normally take into consideration the length of professional and academic preparation, length of experience, supervisory and administrative responsibility. Teaching load is also a factor frequently. The schedule is arrived at through collective bargaining between the board and teacher representatives. If agreement is not reached, the case proceeds to a conciliation board or arbitration under the Labour Act. A schedule, once negotiated, is in effect for one year or longer if re-negotiation is not demanded.

Teachers are usually paid in 12 monthly instalments, the final monthly payment being at the end of August. Teachers are allowed up to 20 days leave with pay each year for medical or dental treatment or disability, but may be required to furnish a certificate from a doctor

Chart 24

Alberta

Ideals, Principles, Goals and Functions



Source: *A Future of Choices, a Choice of Futures, Report of the Commission on Educational Planning*, Edmonton, 1972, p. 49.

or dentist. Boards may allow teachers to accumulate sick leave.

A board of reference is appointed by the Lieutenant-Governor-in-Council where disagreement arises over termination of contract.

An act to establish a teachers' retirement fund was adopted in 1939 and was last revised in 1965. The act is administered by a board of 4 members, 2 of whom represent the teachers. Each teacher contributes between 4% and 7% of his salary and the fund is now integrated in the Canada Pension Plan. The pension is payable at age 65 and is an amount equal to 2% of the average annual salary based on the 5 consecutive years of highest salary, multiplied by the total number of years of pensionable service or by 35, whichever number is less. Provision is made for voluntary retirement prior to the age of 65, at reduced pension, and for disability pensions.

Technical Education

The Southern Alberta Institute of Technology in Calgary was opened in 1916 and a counterpart was established in the 1960's in Edmonton. These offer a wide range of technical courses, most of which are 2-year programs preparing candidates for employment in various fields of practical engineering and skilled trades. Vocational and trades training is also offered at several other centres and vocational training in agriculture is offered in 3 colleges. Pre-employment, vocational and work-experience courses, under the federal-provincial technical and vocational training program are provided in Edmonton, Calgary and Lethbridge. Departments of industrial and vocational education in the faculties of education at the universities of Alberta and Calgary prepare teachers in technical and vocational subjects through a 4-year program leading to a B.Ed. degree.

Higher Education

The University of Alberta was founded in Edmonton in 1908 and instruction began immediately in arts and science. The faculty of law was opened in 1912, medicine and engineering in the following year, and agriculture in 1915. Subsequently departments of home economics, nursing, commerce, education and physical education were added. A faculty of graduate studies was established in 1957. Courses were offered through a department of extension in a number of other centres of the province after 1912 and the Banff School of Fine Arts was opened in 1933.

In Calgary, faculty of education courses of the University of Alberta were first offered in 1946 and thereafter programs were devel-

oped in arts and science. A new campus was developed and, in 1965, the institution became independent when it was granted a charter as the University of Calgary. A third university charter was granted to the University of Lethbridge in 1967 and a fourth to a prototype University of Athabasca, which is now developing experimental programs although action on its institutional structure has been deferred. In 1966, the Alberta Universities Commission was appointed to advise the government on university finance and development.

The Alberta Junior College Act was adopted in 1958 and several colleges were organized as a result of this legislation. However, all were academic institutions, offering courses for credit in the universities. After a survey conducted by Dr. Andrew Stewart, a former president of the University of Alberta, a new act was approved in 1969 which created the Alberta Colleges Commission with wide regulatory powers. By 1972, 6 comprehensive colleges had been established, offering programs leading to university transfer, technology, continuing education, community service and academic upgrading. These colleges are now supported by the provincial government by grants made available from the Government of Canada under its adult occupational training and post-secondary support programs and by tuition fees.

Recent legislation provides for the abolition of the 2 commissions in 1973, their authority and appropriations being transferred to the minister and Department of Advanced Education.

Finance

One of the major concerns of the Cameron Commission was to improve the method of school board financing in order to assure a greater degree of equality in educational opportunity. Consequently, in 1961, the province adopted a school foundation program under which each municipality is required to raise an annual amount related to its provincially equalized assessment.

For each municipality – city, town, village, municipal district, special area or local improvement district – there is established each year, by a provincial board, an equalized assessment designed to be a fair reflection of the tax-paying power of the municipality, and equitable from one to another. Each municipality pays into the school foundation fund annually a sum determined by applying a common mill-rate to its equalized assessment. In 1970 the rate was 30 mills. In addition, the provincial government pays additional amounts into the fund from its general revenue for operational formulae and for specific grants.

The amount received from the fund has been adequate each year to finance education in some school jurisdictions. For many others, a requisition is permitted to be collected by the municipality or municipalities directly for supplementary needs. These special requisitions are subject to provincial regulations.

Except in the counties, the school board is autonomous with respect to its budget. It must prepare an annual estimate of its revenues and expenditures and submit a copy to the Department of Education. If a supplementary requisition is required, the board must comply with the regulations prior to submission to the collecting municipality.

The boards of separate school districts have the same powers and limitations. Each is provided by its municipal authority with a statement of its equalized assessment, which is related to the properties assessed to its own supporters. Provision is made for an apportionment of company assessments that are not, for whatever reason, divided strictly in terms of actual ownership.

In the 33 county systems, the usual duties of the board of a school division are performed by the school committee of the county council. This committee prepares the school estimates and they are combined with the total county estimates.

A school district or school division may borrow for current purposes with the approval of the minister, or within certain limitations without it. Capital expenditures are authorized under the School Buildings Act, in accordance with regulations established by the school buildings board. This body determines what portion of a school building project is eligible for support under the school foundation program fund, the amount being usually based on costs per square foot. Insofar as the cost may exceed the prescribed amount per square foot, the school authority must bear the cost itself.

The support for technical and higher education is provided largely from the provincial treasury. Until 1966, when the new Universities Act was adopted, the University of Alberta was operated as a provincial institution. However the granting of 2 other university charters led to the appointment of a universities commission, with a full-time chairman named by the government, to give advice on future development and support. The commission recommended that operating grants be based on a per capita student formula, somewhat similar to that adopted in Ontario. A similar commission was appointed to supervise the development of the community colleges. Both these commissions have now been replaced by new administrative structures under the Department of Advanced Education.

Bibliography

Commission Reports

Alberta. *Royal Commission on Education*. Edmonton, Queen's Printer, 1959. (Cameron)

Alberta. Commission on Educational Planning. *A Future of Choices: A Choice of Futures*. Edmonton, Queen's Printer, 1972.

Government Publication

Alberta. Department of Education. *Annual Report*. Edmonton, Queen's Printer, 1971.

Chapter 11

Newfoundland

Overview

Table 15

	1949	1961	1971
Population	345,000	458,000	522,000
Enrolment:			
Elementary-secondary (public only)	75,100	128,900	160,900
Post-secondary	n.a.	1,700	7,800
Teachers:			
Elementary-secondary			6,437
Post-secondary			612

Compulsory attendance is enforced between the ages of 7 and 15. Kindergarten is optional but is operational in a large majority of the elementary schools of the province. The elementary program extends over 8 years and is followed by a 3-year high school which is completed in grade 11. The province is divided into 6 regions, each under

a superintendent appointed by the Department of Education. Provision is made for several types of separate schools. There is a provincial university in St. John's which also conducts extension courses in various other centres.

Historical Summary

Newfoundland was the tenth province to enter Confederation and has some unusual characteristics not shared by the other 9. It includes Labrador, a broad stretch of the continental mainland which is even more sparsely settled than the island itself. It was known traditionally as Britain's oldest colony, its discovery being attributed to various early explorers including Lief Ericson. Its population of slightly more than half-a-million people is dispersed in outports which serve as the base for fishing fleets which have long been the mainstay of the economy. Moreover, for many years, there was actually an official prohibition against settlement in order to protect the monopoly of fishermen from the West Country ports of England. As a result, the province long remained under-developed and its lines of communication were with Europe rather than North America. St. John's, the capital and largest city, had closer ties with London than with Halifax or Ottawa.

No aspect of the new province's development was more unusual than its educational system. The first school appears to have been opened in the 1720's about 200 miles from St. John's and it was another 30 years before there was a counterpart in the capital. By 1800, there were between 20 and 30 schools in operation throughout the island and the first high school had been opened 2 years earlier to serve about 25 families in St. John's. The principal was a clergyman of the Church of England.

During the first half of the nineteenth century, schools of different types were established under denominational leadership. The Colonial and Continental Church Society sent teachers from its training college in London who were experienced in the monitorial system of Dr. Bell. By 1842, 80 schools were in operation with an enrolment of 3,500. These efforts were supplemented by the Newfoundland School Society which at first adopted an inter-denominational policy but later developed into an agency of the Church of England.

A new element was brought into the field when the Wesleyan Missionary Society, with support from Methodists, began to open schools for the children of dissenters. Fifteen were in operation by mid-century, when the sponsors re-organized as the Newfoundland Wesleyan Methodist School Society, founded a normal school and academy in St. John's and expanded their program in the outports.

Meanwhile the Irish Benevolent Society, which originally had served both Protestants and Roman Catholics in the early years of the century, became more and more devoted to the cause of Catholic education. Roman Catholic emancipation in Britain soon produced repercussions in the colonies and a convent was opened in St. John's by the Sisters of the Presentation in 1833. No fees were charged and it was intended to serve the girls of the poorer classes. Soon the order established schools in some of the fishing villages. This initiative was followed by the opening of a school by the Sisters of the Order of Mercy for girls of the wealthier classes whose families could afford to pay fees. Schools for boys were also conducted by the Order of St. Francis and the Christian Brothers of Ireland. Thus by the middle of the century the Roman Catholic bishop had laid the foundation of a separate Catholic educational system.

When representative government was first introduced in the colony during the 1830's, efforts were made to establish a non-sectarian approach to education. The Act For the Encouragement of Education in 1836 divided the island into 9 school districts, each with a board of 13 members empowered to make rules and regulations for the conduct of schools for both Roman Catholics and Protestants. There was immediate dissension however, and within a decade the structure was changed. A new Education Act in 1843 provided for 2 separate boards in each district – one Roman Catholic and the other Protestant – and grants were made to each. A new controversy then arose over the distribution among the Protestant groups and the government was pushed steadily toward a denominational system recognizing each of the religious divisions. By 1874 the die was cast. A new education act provided for an equal division of grants between the Protestants and Roman Catholics, with the Protestant share distributed among the several denominations according to population. Recognition was given, not only to the claims of the Roman Catholics and Protestants, but also the Church of England, the Wesleyan Methodists, the Congregationalists and the members of the Kirk of Scotland.

This solution reflected in part the prevailing economic conditions in the colony. Resources were limited and it would have been difficult to raise sufficient funds to maintain adequate educational services without subsidization from the churches, several of which had support from overseas. However the solution also reflected the policies and attitudes of Victorian England, where education was still organized on voluntary and charitable basis and government support was kept at a minimum. These influences left a legacy that remained unchallenged until after World War I.

With the establishment of a Department of Education in 1920, the

first step was taken in providing a central organization. This was followed in 1921 by the founding of an inter-denominational normal school, a venture in which all the churches co-operated. The sectarian framework remained, however, and although there was a common curriculum, most of the pupils remained segregated in separate schools. When the department was re-organized, in 1935, it was placed under the direction of a secretary of education, assisted by several executive officers appointed from the various denominations, although they were not official representatives of the church authorities. Before the year was out, the office of secretary of education was abolished and the title of general superintendent of education was restored. The Education Act was again revised in 1939 to provide for a council of education responsible for educational policy. Under the council the executive officers were representatives for each denomination: Church of England, Roman Catholic, United Church of Canada and the Salvation Army.

The development of education in Labrador, where the small and scattered population included a high proportion of Eskimos, was left largely to Moravian missionaries whose efforts began before 1800 as an expansion of their activities in Greenland. In later years some of the other denominations in Newfoundland also founded missions but the sectarian influences, which weakened the educational services there, were even more debilitating in the hamlets along the Labrador coast.

At the time of Confederation in 1949, the population of the province was 322,000, 40% of which lived on the Avalon Peninsula close to St. John's. The capital city itself had 57,500 inhabitants and 20,000 others lived in 5 large centres along the trans-provincial railway. Well over half the people were isolated in the fishing villages scattered along the 6,000 miles of sea coast. The religious distribution showed 33% Church of England, 31% Roman Catholic, 25% United Church, and 7% Salvation Army. Each denomination operated its own school system and, in addition, the Seventh-Day Adventists maintained 3 schools.

According to the Terms of Union, the control of education was dealt with as follows:

“Term 17. In lieu of section ninety-three of the British North America Act, 1867, the following term shall apply in respect of the Province of Newfoundland:

In and for the Province of Newfoundland the Legislature shall have exclusive authority to make laws in relation to education, but the legislature will not have authority to make laws affecting and right or privilege with respect to denominational schools,

common (amalgamated) schools, or denominational colleges, that any class or classes of persons have by law in Newfoundland at the date of Union, and out of public funds of the Province of Newfoundland, provided for education:

- (a) all such schools shall receive their share of such funds in accordance with scales determined on a non-discriminatory basis from time to time by the legislature for all schools then being conducted under authority of the Legislature; and
- (b) all such colleges shall receive their share of any grant from time to time voted for all colleges then being conducted under authority of the legislature, such grants being distributed on a non-discriminatory basis."

Thus, the Terms of Union confirmed and continued the denominational system of school organization existing in 1949. Moreover, in addition to the 5 denominations recognized and operating schools in 1949 – Roman Catholic, United Church, Church of England, Salvation Army and Seventh-Day Adventist – a sixth was added in 1954, the Pentecostal Assemblies of Newfoundland.

Confederation was followed by phenomenal growth and change. The school population increased and there was a steady improvement in school attendance, the attendance rising from 76.4% of the age group in 1947–48 to 92.4% in 1964–65. Changes in government policy led to the establishment of regional and central schools, the first of which were opened in 1954. Ten years later there were no less than 101 scattered throughout the province. A number of these were amalgamated schools, in which several denominations co-operated. It has been noted that the combined effect of population growth, population mobility, policy changes and denominational co-operation has altered the size of school buildings and the work-load of teachers. The number of classrooms per school increased from 1.99 in 1949–50 to 8.47 in 1971–72, while the ratio of pupils to teachers declined in the same period from 32.50 to 24.50.

The Department of Education was reorganized so as to give more effective leadership. Superintendents were appointed; the regulations for compulsory attendance were revised; radio programs were provided to supplement classroom instruction; and, most important of all, the standards of the teaching profession were raised through higher qualifications for entrance, longer training, better salaries and the adoption of a new pension plan.

The development of post-secondary education was no less remarkable. Memorial University College, which had been founded in 1925 as a memorial to those Newfoundlanders who had fought and died in World War I, was raised to the status of a provincial university in

1949. It was non-sectarian and provision was made for the affiliation of church colleges and for the integration of the inter-denominational normal school. With assistance from the federal government, colleges were also established for fisheries and navigation, as well as for trades and technology.

To meet the challenge of comprehensive educational reform, the government finally, in 1964, appointed a royal commission on education and youth, (Warren Commission) to make a careful study of all aspects of education in Newfoundland. Following the publication of its report in 1968, there were further radical changes in the educational system.

Departmental Structure

The minister of education is a member of the cabinet and legislature. He is responsible for the implementation of educational policy and the administration of the department. Under the old structure, he presided over the council of education, of which he and the deputy minister were members, along with the denominational superintendents. This body had authority over all educational policy dealings with school boards, schools and teachers. In the discussions of policy, each superintendent was expected to express the views of his denomination and unanimous approval was required.

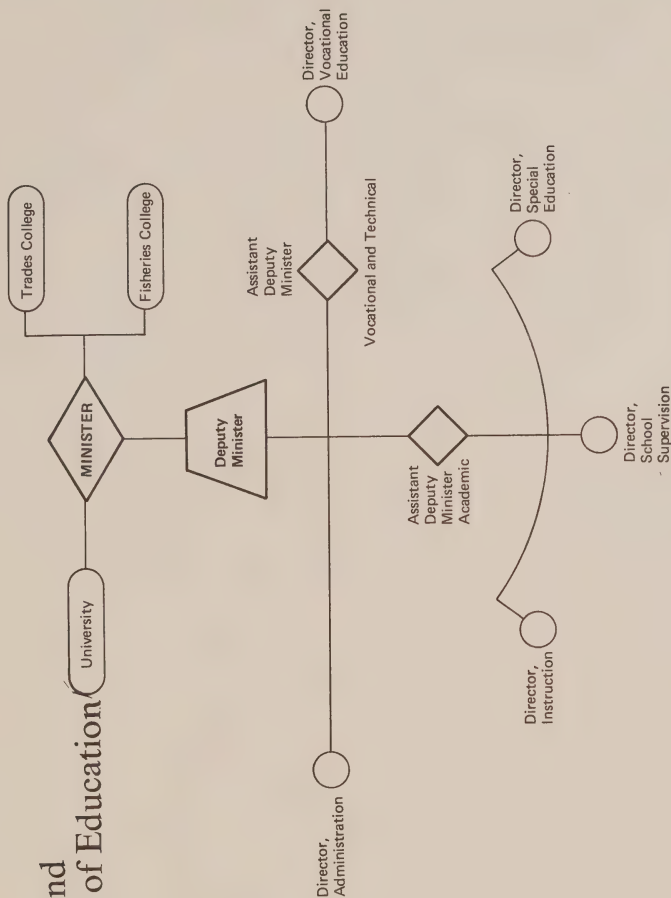
The Warren Commission pointed out that this procedure was unsatisfactory, since legally the council was an advisory body. It therefore recommended that the minister appoint advisory committees on specific aspects of education, as the need might arise, and that the Department of Education should be re-organized along functional rather than denominational lines. The chart of the new structures indicates the extent of these changes.

Under the plan recommended by the commission and subsequently adopted by the government, the deputy minister is a senior civil servant with experience in education, who acts both as advisor to the minister and administrator of the Department of Education. He is supported by 2 assistant deputy ministers. The department is organized in 5 divisions: instruction, administration, vocational education, supervision, and special services.

The division of instruction is responsible for matters relating to curriculum development, examinations, instructional materials, and libraries.

Under the division of administration, there are sections dealing with grants, teacher recruitment and certification, personnel, student aid, the book bureau, records and information.

Chart 25 Newfoundland Department of Education



The services of the division of vocational education include: vocational education, trade training and adult education.

The division of supervision is responsible for the department role in supervision, school construction, transportation, planning and research and school taxation.

In the division of special services there is provision for special education, pupil personnel, school attendance, and the operation of institutional schools.

The organizational structure of the department is shown on Chart 25.

Local Administration

The problems of local administration have always been serious, not only because of the denominational divisions, but also because of the absence of municipal institutions in the thousand settlements scattered along the coast. Under the Education Act the province is divided into 6 regions, within which school districts are organized on a denominational basis. Each region is administered by a superintendent appointed by the Department of Education, whose role is to work with school board superintendents as a consultant and inspector.

Nineteen of the school districts are consolidated and integrated, which means they serve several denominations. Twelve other consolidated districts are Roman Catholic and the smaller religious groups not wishing to co-operate in the integrated districts organize their services as a single unit which covers the whole province. Thus, within this framework there are 104 central high school systems, 40 regional high school systems and 29 junior high school systems.

In each district a school board is appointed by the government on the recommendation of the appropriate education committee through its executive secretary. It consists of 7 or more members, who serve for a term of 4 years. The board is responsible for both elementary and secondary education and it usually appoints a superintendent, with responsibility for all aspects of education within its jurisdiction.

Subject to the Schools Act and Regulation, every school board shall:

1. organize the means of elementary or secondary education, or both, within its district, and provide, furnish, and keep in good order and condition schools designed for the teaching of elementary or secondary grades, or both;
2. purchase, or in any other way acquire, lands for its purposes, provided, however, that such lands shall first be approved by

the minister and the minister of health, and cause to be prepared all necessary documents with respect to such lands and keep in a safe place all title documents respecting land and other properties vested in it;

3. subject to this act, appoint and dismiss teachers and give prompt notice to the minister of every appointment, every breach of contract by a teacher and of every vacancy from whatever cause arising, provided, however, that no emergency supply may be appointed to teach without the permission of the proper executive secretary, or where there is no education committee with respect to such school board, without the permission of the minister;
4. provide safe drinking water, adequate sanitary facilities and proper lighting, heat, ventilation and cleaning for the schools under its control;
5. wherever possible, provide, and make regulations respecting the operation of, a suitable library for each school under its control, equip each school with the teaching aids required for the proper instruction of pupils and provide such recording, reporting and testing supplies as are recommended by the department;
6. without disrupting or interfering with the usual work of the schools under its control, organize and carry on physical education classes on a regularly scheduled basis in school building for all pupils during the time school is kept and attempt to supply competent instruction for such classes, promote and encourage athletics and school games for pupils, operate any gymnasium, community hall, auditorium, rink or playground under its control during the time school is kept and wherever possible supply and maintain such equipment and arrange such supervision, as is deemed advisable or feasible for the purposes of this paragraph;
7. cause to be followed in the schools under its control the courses of study and the texts prescribed by the minister, provided, however, that courses of study and textbooks other than those prescribed may be used if the minister gives written permission thereunto, and provided further that it shall follow the courses of study and the texts in religion prescribed by the appropriate denominational authority;
8. subject to this act and the regulations and any other act of the province, determine at what age pupils shall be admitted to its schools;
9. ensure that adequate records of all its business and transactions are kept and furnish the minister and the appropriate education

- committee, if any, with any information required by him or it, as the case may be, and contained in such records;
10. without limiting the generality of paragraph (9), keep an accurate record of all receipts and expenditures, and ensure that each and every grant received from the department is expended only for the purpose for which it is made and prepare and submit to the minister at the end of each school year a detailed statement of its accounts audited by a firm of certified or chartered accountants and in such form as may from time to time be prescribed by the minister and furnish a copy of such statement to the appropriate education committee where there is such an education committee;
 11. insure and keep insured all its buildings and equipment;
 12. if it is deemed advisable, effect insurance indemnifying it against liability in respect of any claim for damages or personal injury;
 13. where arrangements are made by it for the transportation of pupils, ensure that all vehicles engaged in carrying children to and from school are in good mechanical condition and have adequate liability insurance;
 14. provide fire escapes for all school buildings satisfactory to and in accordance with all provisions of law, provincial, municipal or otherwise, applicable thereunto;
 15. admit to any school under its control any duly authorized official from the Department of Health acting in the course of his duty;
 16. upon production of satisfactory credentials from the dean of education at Memorial University of Newfoundland, admit, at all reasonable times and subject to terms of agreement between it and the said university, any student enrolled in the faculty of education at that university to any school under its control for the purpose of observation and such practice-teaching as will not disrupt the usual work of such school;
 17. provide for conferences between the appropriate superintendent, the appropriate board supervisor and all teachers employed by it, altogether or in groups, for the purpose of discussing the conduct of its schools or for purposes of inservice training;
 18. where any persons are appointed by it pursuant to Section 15, 18 or 20, provide for such persons suitable office accommodation adequately equipped for the discharge by such persons of their duties under this act;
 19. subject to the approval of the minister, make regulations, rules or by-laws (a) providing for the holding of internal examinations or for other methods of assessing the work of students, in all its schools, and (b) subject to Section 81, providing for the establish-

ment and management of schools within its district including, without limiting the generality of the foregoing, the suspension and expulsion of students, provided, however, that no expulsion of a student coming within the limits of compulsory attendance is effective without the written approval of the chief superintendent in the department;

20. with respect to every school operated by it, cause sufficient classrooms or other rooms at the school to be made available under proper supervision (a) for the use of students at least fifteen minutes before the commencement of each school session, (b) for the use of students during lunch hour, where it is necessary for students to take their lunch at the school, and (c) for the use of students who travel from the school to their homes by bus or other vehicle until the arrival of the bus or vehicle, even though the school session has been concluded; and
21. provide an adequately furnished cafeteria or other suitable room in any school operated by it where pupils are obliged to remain for lunch and arrange to have the cafeteria or other room kept in a clean and sanitary condition at all times.

Although the responsibilities listed are numerous, the Warren Commission found that for many of the boards they existed only on paper. Its investigation showed also that many of the administrative units were too small to be effective. Pointing out that in 1965-66 there were 270 school boards, only 22 of which served 1,000 pupils or more, it recommended that the province should be divided into 35 consolidated school districts, each with a school board of from 7 to 15 members. Wherever possible, without detracting from the quality of education, it suggested that the consolidated districts should be denominational in character. In other instances, however, it stated that "consolidation of school districts, sometimes across denominational lines, appears to be the only way by which our schools can have strong administration and the special services urgently needed. We assert again that the right of all children to a good quality education is the predominant right". According to the commission's recommendation, the board in each district would appoint a director of education and would have control over both elementary and secondary schools. Reforms of this magnitude require years for their accomplishment but progress has been made since the report was published.

Since 1968, the number of school districts has been reduced to 35, of which 21 are integrated, 12 are Roman Catholic, and one each are Pentecostal and Seventh-Day Adventist. Of this number 31 have a school population of over 2,000 and have engaged a district superintendent who acts as the chief executive officer of the board.

School Organization and Operation

Since the denominational schools follow a common curriculum, the school program is supposedly uniform throughout the province. The traditional pattern provides for an 8-year elementary and 3-year high school, with university entrance after grade 11.

This organization offers an apparent advantage in small communities, where 8 years of schooling may be offered in one institution, but, as the Warren Commission pointed out, it often results in the survival of small, one-classroom schools, where the curriculum is limited and the teacher is poorly qualified. The commission reported that, of 1,187 schools in operation in the province, 725 or 61% were one-room schools, presumably with pupils in all grades. Even after the full effect of the centralization program begun in 1954 had been achieved in the 1960's, there were only 99 all-grade schools with 10 classrooms or more.

Consequently the commission recommended the consolidation of schools wherever possible, even if this required the discarding of denominational divisions, so that a full range of educational services could be offered for all children. It recommended that kindergarten should be introduced in every elementary school; that the aims of elementary education be more clearly defined; that the curriculum should be enriched with science, music, fine arts, and physical education added to the basic subjects. Where a sufficiently large enrolment permitted, the commission suggested that a junior high school program might be organized in grades 7 and 8, or in 7, 8, and 9 and that this should offer a wide choice of courses to enable the pupil to consolidate, explore and discover. The basic courses should be offered at 2 levels and the whole high school program should be made more flexible, so as to suit the abilities, the interests and the needs of all youth. In this way terminal courses could be designed for students who wished to enter the labour market directly from high school.

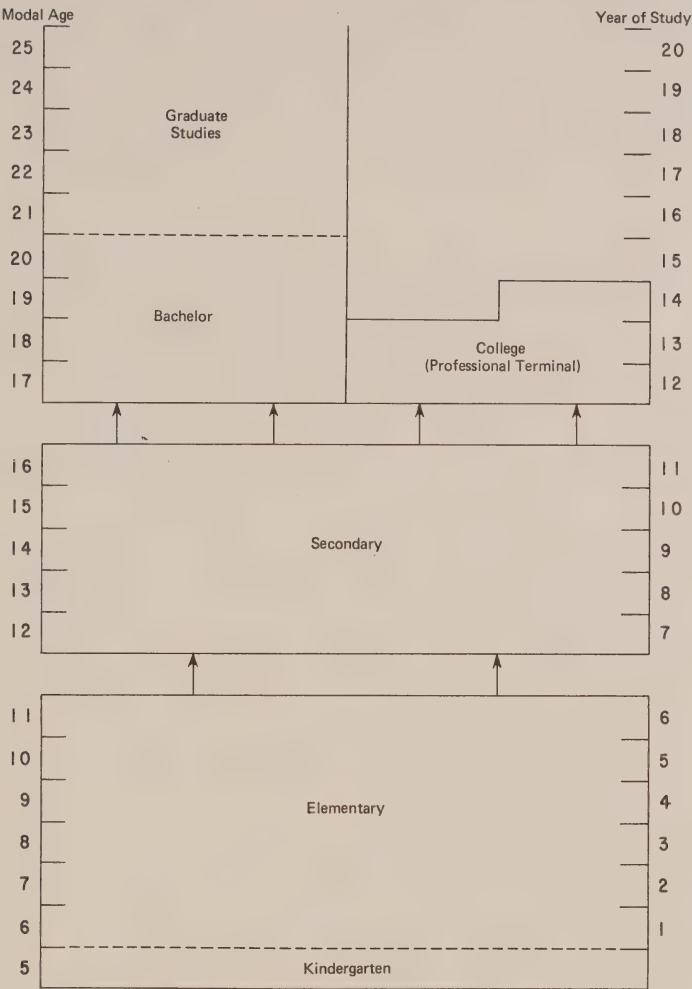
Some steps have been taken to initiate these reforms, as with the reorganization of school boards, some of the first effects of the proposals can be seen by the increase in the average size of schools.

The structure of the educational system is shown on Chart 26.

Teacher Education, Certification and Conditions of Service

The minimum qualification for certification into the teaching profession was completion of grade 11 and one year of professional training. Formerly, each religious denomination with 10,000 members was permitted to establish a board of examiners which was authorized to

Chart 26 Newfoundland Organization of the Educational System



grant licenses and certificates according to the regulations of the Department of Education but the procedures were altered in 1972.

Under the new regulations, grade 1 certificates are issued only to teachers now licensed, after they have completed an approved year of teacher training. For all new candidates, the initial certificate will be grade 2, awarded after 2 years of approved courses in teacher education. The grade 4 certificate requires a bachelor's degree in education or the equivalent. All initial certificates are interim and may be made permanent upon completion of 2 years of successful teaching.

All programs in teacher education are conducted at Memorial University of Newfoundland in the faculty of education, where a B.Ed. degree is awarded after 4 years academic and professional education.

A teacher is required to:

1. hold school regularly, teaching diligently and faithfully all branches required by the schedule of studies;
2. teach diligently and faithfully all subjects he is required to teach;
3. maintain proper discipline and exercise reasonable care of school property;
4. arrange for the regular and proper ventilation of his classroom;
5. keep a record of matters of special interest such as pupils' transfers, examinations, promotions, and attendance;
6. deliver the register or other school property on the written request of the board chairman or of a majority of the board;
7. give the appropriate superintendent access to the register and other school records and furnish information respecting anything connected with the operation of the school;
8. conduct examinations according to a schedule determined by his principal;
9. attend, when requested by his principal or the appropriate superintendent, all meetings relating to school matters.

Teachers are employed by school boards. The contract of employment is terminable by either party, by giving one month notice at the end of the school-year or three months notice during the school-year. Teachers are paid according to a basic salary scale adopted by the department for Newfoundland and Labrador. Bonuses are paid to principals, vice-principals, teachers in sole charge of schools, and teachers who have additional qualifications in specialized fields.

Every teacher in a college, public school or special school who is paid by the department is normally required to retire at the age of 60, but may continue until age 65, if each year he receives a medical certificate indicating he is physically and mentally fit. Any teacher may retire after the number of years of pensionable service added to

his age equals 92 or a teacher may retire, under certain specified circumstances, on a deferred pension after the age of 55, if he has 30 years of pensionable service.

The premium paid monthly is 3% of annual salary or 4% if provision is made for a pension for a widow or dependents. The department may deduct payments from the salary as they fall due. The right to a pension may be forfeited, should a teacher's certificate be cancelled. The amount of a teacher's pension is calculated by dividing the average salary of any 5 years by 45, and multiplying the number of years of pensionable service up to a maximum of 30. Payments are made monthly.

Technical Education

The Newfoundland College of Trades and Technology in St. John's was established in 1963 by the government of Newfoundland, with co-operation from the federal authorities under the technical and vocational training assistance program. It was designed to accommodate 1,000 students, but this capacity was exceeded in the second year of operation and the present enrolment is about 1,400. The departments include: academic studies, business education, construction and service trades, engineering technology, medical science and mechanical trades.

The College of Fisheries, Navigation and Marine Engineering and Electronics was opened in the following year and it also is in St. John's. Support for it, too, comes largely from federal training programs. Technical and vocational training is offered in fisheries, navigation, marine engineering, electronics and other subjects related to marine and fishing industries.

In addition to the programs offered in these colleges, there are 11 vocational high schools in various centres of the province.

Higher Education

The development of post-secondary education since Newfoundland entered Confederation in 1949 has centred largely in Memorial University of Newfoundland. One of the important purposes in its establishment was to bring university education closer to the people of the province and, by any standard of measurement, it has achieved considerable success. It now includes faculties of arts and science, education, engineering and medicine, as well as schools of nursing and social work and the enrolment has risen to over 6,000 students in 1971-72. While the campus is located in St. John's, undergraduate

teaching is conducted in 26 centres throughout the province in autumn and winter and the summer session offers a wide variety of programs in arts, education, science, social work and nursing.

Finding the wastage rate in the university abnormally high during the first 2 years of undergraduate study, the Warren commission recommended that the province be divided into 6 regions for the purpose of further education and that a 2-year regional college should be established in each so as to make a more gradual transfer from high school to university. No action has yet been taken by the government on this proposal.

Finance

Expenditure on education in Newfoundland and Labrador has risen from \$4.4 million in 1949–50 to \$111 million in 1971–72. In the latter year \$20 million was allocated to higher education and another \$16 million to vocational and technical programs. This means that the expenditure on elementary and secondary education amounted to \$75 million or about \$500 per pupil.

The provincial government pays each school board grants for operational expenses, instructional materials, and transportation according to approved formulas. Teachers are allocated to school boards according to a formula and their salaries are based on certification and experience and paid by the Department of Education. Grants for capital costs are paid through the denominational education committee, based on the proportion of membership in each denomination to the total population. Local sources of revenue come from assessments, taxes, gifts, and from special campaigns and social events. Local revenues represent only a small part of the operating expenses of each board.

There are two significant differences between the method of financing education in Newfoundland and that in the other provinces. The first is that the provincial government pays a greater proportion of the cost. The second is the limited use of the tax on real property. Whereas in most other provinces the proportion of the cost borne by the government is about 50%, in Newfoundland it sometimes runs as high as 90%. Moreover the local school tax was made permissive only recently, in 1957, when it was made possible to appoint a school tax authority in each area, with power to impose, assess, collect and disburse school taxes. However, this option was not widely adopted. Meanwhile, in 1959–60 tuition fees represented about 40% of local revenues and it was only in 1967 that the government abolished them, promising to reimburse the school boards for the loss in revenue.

After an exhaustive examination of the needs of elementary and secondary schools in Newfoundland and Labrador and of the services in other provinces, the Warren commission estimated that in the quinquennium between 1967-68 and 1971-72 the expenditures would rise from \$42 million to \$67 million. It recommended that the provincial government assume the full cost of these services through a foundation program based on 4 factors: instruction, maintenance, capital and transportation. To meet part of this cost, it proposed a property tax, collected by the province, and based on a uniform rate on equalized assessment. Furthermore, it suggested that consolidated boards should have the power to provide supplementary services, the costs being met through an additional tax levied on equalized assessment throughout the district.

In respect to higher education, the recommendation was that the payment of salaries to students should be discontinued and, instead, a comprehensive program of scholarships, bursaries and loans should be adopted. As there is no grants or planning committee, presumably the operating budgets of post-secondary institutions would continue to be presented through the Department of Education or directly to the cabinet.

Bibliography

Rowe, F. W. *The Development of Education in Newfoundland*. Toronto, The Ryerson Press, 1964.

Commission Report

Newfoundland. *Report of the Royal Commission on Education and Youth*. St. John's, Government of Newfoundland, 1967-68. (Warren)

Government Publications

Legislation passed 1968 and 1969 relating to the Reorganization of Education and Statement by Hon. F. W. Rowe, Minister of Education. St. John's, Queen's Printer.

Newfoundland. Department of Education. Annual Report. St. John's, Queen's Printer.

Chapter 12

Direct Federal Government Services

While education is primarily a responsibility of the provinces, the federal government is directly responsible for the education of many of the native peoples, the population of the territories, the members of the armed forces and their dependents, and the inmates of federal penal institutions. In addition, various federal departments have become involved directly or indirectly in the provision and support of certain services, in research programs and in the training of various categories of manpower. The services provided directly will be described in the present chapter.

Education of the Native Peoples

The native population is over 250,000, 16,000 of whom are Eskimos living in the far northern areas. The remainder are Indians, scattered throughout the country in all the provinces, living on 2,263 reserves and speaking a number of different languages and dialects. A distinction must be drawn between the Treaty and non-Treaty Indians, the latter having accepted enfranchisement as Canadian citizens, thereby abrogating their rights to government protection and support. In the western provinces, there are also large numbers of Métis living on the

reserves, who are outside the jurisdiction of the Indian Act and the department concerned with its application.

In the Indian Act adopted after Confederation and revised periodically since that time, the minister (at present the Minister of Indian and Northern Affairs) may be authorized to maintain schools for Indian children and provide education services through:

1. the government of a province;
2. the commissioner of the Northwest Territories;
3. the commissioner of Yukon Territory;
4. a public or separate school board; and
5. a religious or charitable organization.

The minister is also empowered to make regulations with respect to buildings, equipment, teaching, inspection and discipline; to provide pupil transportation and pay for the maintenance of Indian children at a residential school.

Compulsory attendance is prescribed between the ages of 7 and 16. The child must attend the school designated by the minister but a child may not be enrolled in a Protestant school if he is a Roman Catholic or vice versa, except with the permission of the parents.

There is a director of education in the department at Ottawa and he is supported by a small staff of officials and a number of regional school superintendents. The administration is distributed among the following sections:

1. education in federal schools;
2. education in non-federal schools;
3. adult education;
4. vocational training and guidance;
5. employment and relocation services;
6. culture development;
7. counselling and guidance services.

The policies of the department have been under continuous review in recent years, particularly during the past 2 decades. Since many of the Indian children entering school do not speak either English or French, action-research programs were initiated in 1960 in the language arts for use in all Indian schools. Many of the Indian schools are integrated with those of the provinces in which they are situated and, in some instances, the schools are supervised jointly by the provincial and federal superintendents. In most instances children of secondary-school age attend public comprehensive schools, so as to benefit from the diversified programs. Objections have been raised to this practice, however, because of the differences in elementary-school preparation and in cultural background and there have been increasing demands for consultation with parents and Indian leaders.

In recent years the policy has been to transfer control of education programs to the Indian bands, where it is the wish of the band to assume this responsibility. Federal expenditures on Indian education have risen steadily and there has been a movement to transfer the jurisdiction over Indian schools to the provinces with the federal authorities paying the cost. However both federal and provincial governments have begun to consult with native committees and, in June 1971, the Standing Committee of the House of Commons on Indian Affairs and Northern Development made the following recommendation:

“That the government should continue its policy that no transfers of education programs from the federal level to the provincial systems take place without the express and clear approval of the parents in each community concerned.”

In September 1970 the federal government operated 267 schools on the Indian reserves and these were attended by 27,524 pupils. Another 41,042 pupils attended schools under provincial, territorial or private authorities. By an extensive program of aid to Indian students, allowances provide for room and board, transportation, tuition, books and miscellaneous expenses. This applies, however, only to Indians living on reserves or on Crown lands and, in secondary education, to registered Indians living on the reserves if no other assistance is available to them. Since this policy applies only to Treaty Indians and not to the large number of non-Treaty Indians and Métis living on the reserves, adequate educational services are not available to many children. Moreover, since the retention rate for Indians beyond elementary school is very low, the number who qualify for these benefits is relatively small. In recent years, however, the number of Indians enrolled in post-secondary courses has risen considerably.

Yukon Territory

The Yukon was part of the Northwest Territories until 1898, when the sudden increase in population after the discovery of gold led to the creation of a separate political entity under the Yukon Act. The territory is administered by a commissioner, who acts under instructions from the Minister of Indian and Northern Affairs, and an elected legislative council of 7 members. It is represented in the House of Commons by one member.

The Commissioner-in-Council is empowered to adopt ordinances dealing with education and the school system is administered by a superintendent and a territorial Department of Education.

The population of the territory in 1972 was estimated at 19,000,

over half of which lived in the urban centres of Whitehorse and Dawson City. During the 1960's, the school enrolment grew from 2,809 to 4,090.

The School Ordinance of 1962 recognizes 3 types of schools: public, separate and Indian. However the only Indian school was closed in 1969 and native children now attend the public institutions. The school organization and curriculum follow the pattern of British Columbia from grade 1 through grade 12 and, as there are no post-secondary institutions, a student aid program enables students wishing to continue their studies to attend colleges and universities outside the territory.

The opening of the Frederick H. Collins Secondary School in Whitehorse has made commercial and technical courses available and more extensive and advanced technical and trades training is offered in the Yukon Vocational and Technical Training Centre.

Supplementary services include kindergarten, in which Statistics Canada reports 130 pupils were enrolled in 1972-73, and the adult education night school division of the Department of Education, which conducts evening classes in vocational and non-vocational (or self-improvement) courses in a number of the larger settlements.

Of the 219 teachers in the schools of the Yukon in 1969-70, 10% came from the Atlantic and central provinces and about the same proportion from British Columbia. Half the teachers were from the provinces of Saskatchewan and Alberta.

The territorial boundaries are shown on Map 3.

The Northwest Territories

The Northwest Territories comprise all Canadian territory north of the sixtieth parallel, except Yukon and the northern tips of Québec and Newfoundland. The total area is 1,304,903 square miles, which is larger than any of the provinces, and the population is 36,000 (1972), which is smaller than that of all but 2 of the provincial capitals. However the population has doubled since 1951 and the birth rate is twice as high as it is in Canada as a whole.

The Northwest Territories Act of 1952 provides for a commissioner, acting under the instructions of the Minister of Indian and Northern Affairs, assisted by a council of 14 members, 10 of whom are elected. The territories are also represented by one member in the House of Commons. Education is one of several subjects on which the Territorial Council may legislate and the school ordinance empowers the commissioner to make regulations for:

Map 3 Yukon and the Northwest Territories



1. the organization, operation and discipline of schools;
2. the arrangement and order of school premises;
3. school equipment and furnishing;
4. textbooks and apparatus;
5. the duties and powers of school inspectors;
6. books for school libraries;
7. plans for the construction and furnishing of schools;
8. standards of instruction and study;
9. the length of the academic year, hours during which school shall be held, recesses, vacations and holidays; and
10. duties of teachers and principals.

The ordinance also covers such matters as the formation of school districts both for public and separate schools, the language of instruction, religious instruction, kindergarten, night classes, compulsory attendance, transportation of pupils and teachers' organizations.

In 1969 the responsibility for education in the Mackenzie District was transferred to Yellowknife, the territorial capital, and the transfer of responsibility for the other 2 districts was made in the following year. The Department of Indian and Northern Affairs continues, however, to operate 10 schools in arctic Québec and 2 in northern Manitoba.

Compulsory attendance applies between the ages of 6 and 16 and the school population in 1972-73 was 11,835, of whom 4,565 were Eskimos and 1,865 were Indians. This was a considerable increase over 1960, when the total enrolment was only about 5,000. The improvement is attributed in part to a trend toward entering school at an earlier age and to better retention in the high schools, although there was also a steady increase in the school-age population. The inhabitants are scattered, of course, over an immense area and it is only possible to offer high school courses in the larger centres, such as Yellowknife, Hay River, Inuvik and Fort Smith. These schools have residential facilities to serve children from outside the community, enabling them to qualify for employment or further studies through vocational and academic courses. Since there are no post-secondary institutions in the territories, as in the Yukon, students who wish to continue their education must go elsewhere and student aid programs provide allowances for room and board, tuition, transportation and other expenses.

The Northwest Territories have developed their own curriculum for kindergarten and grades 1 to 6. A secondary school curriculum is now in the developmental stage. In 1971-72 there were 632 teachers, of whom more than a third came from the central and maritime provinces.

The University of Alberta has recently assisted in an experiment in teacher education, offering summer courses for Indian, Eskimo and Métis candidates. It is hoped that this may improve the holding power of the schools by making them more responsive to the needs of the native peoples.

Another experiment was initiated in 1966, when kindergarten classes were introduced in Frobisher Bay. Within 2 years kindergartens were opened in 17 centres and plans are now being developed to expand the pre-school program to all territorial schools.

Vocational education is largely centred in Yellowknife and Fort Smith, where it includes commerce, construction trades, electricity, motor mechanics and other trades. The Churchill Vocational Centre, Churchill, Manitoba, which has been in operation since 1964 is now in the last year of a phase-out program. The final class of 86 Eskimos will graduate in 1973. New students will enrol in Territorial schools.

During the 1960's the expenditures on education in the Yukon and Northwest Territories, as everywhere else, rose steadily. The total budget at the beginning of the decade was \$8.5 million and by 1972-73 it had reached \$40.7 million. Of this amount, a small proportion was raised from local sources and the territorial governments contributed certain grants. The major share, however, was borne by the federal government.

Education and National Defence

The relationship of the Department of National Defence to education is immediate and direct because the department is directly responsible for the instruction and training of all who join the armed services. This may entail classes in literacy, instruction in a second language, training for trades, or the preparation of officers.

The purposes of the department may be described as follows:

1. to provide a well-trained corps of officers for the armed services;
2. to provide schooling for the children of service personnel living in government quarters; and
3. to assist existing educational institutions to carry out certain specialized forms of higher education and research to further the defence effort.

The earliest initiative was taken in 1876 with the establishment of Royal Military College of Canada at Kingston, Ontario. The college is now a tri-service institution and it received a degree-granting charter from the province of Ontario in 1959. Two other institutions are also part of the Canadian services college system: Royal Roads Military College in British Columbia (opened in 1942) and Collège Militaire Royal de Saint-Jean in Québec (opened in 1952). All these institutions are financed and controlled by the Department of National Defence and tuition is free.

Selected young men who are considered to have the potential qualities to become officers in the Canadian Armed Forces are eligible to apply for enrolment as cadets. Successful candidates become cadets either in one of the service colleges or at a Canadian university and they take full-time training during the summer months. Academic courses lead to a degree in arts, science or engineering and are supplemented by military studies and practical training.

In addition to the regular officer training program, 2 special programs are operated for medical and dental officer cadets. Candidates are paid a monthly salary during their attendance at university and serve with armed forces units during the summers. Upon graduation, they are required to serve in the armed forces for periods of between 3 and 5 years.

Training programs within the services are designed to develop and maintain an adequate supply of competent tradesmen, technicians and combat personnel. Integration of the armed forces has resulted in the development of a unified trade structure comprising of 20 career fields, 120 trades and 34,000 specialties. Although some trades remain unique to sea, land and air environments, others are now integrated and the training is now co-ordinated under the Canadian Armed Forces Training Command.

In 1967, the department established professorships at several Canadian universities in military and strategic studies. These are intended to give students an opportunity to pursue graduate work in fields of interest to Canadian defense. Four universities in 3 provinces participated during the first year of the program and 6 others are now included. The agreements are for 3 years, after which the institutions become responsible for continuing the program.

There are about 1,000 cadet corps or squadrons of the armed services at present active in Canada. Some of these are school-sponsored and most of the cadets are recruited from high school students who spend a limited amount of time in training. The aim of the cadet training is to provide cadets with a sound knowledge of military fundamentals, including marksmanship, signalling, first-aid, motor mechanics, electricity, and map-reading. Instruction is given throughout the year and cadets attend provincial and national summer camps.

The Strathcona Trust is a fund of \$5 million established by Lord Strathcona to encourage physical and military training in the public schools throughout Canada. The income is administered by a board, in co-operation with the provincial education departments, to encourage physical and military training, especially in teacher training institutions where officers may be trained to give leadership in the school programs.

The Department of National Defence also provides for the education of dependent children or military and civilian personnel resident at military establishments in Canada and overseas. In Canada, the policy is to avoid building schools wherever children may be accommodated in provincial institutions, paying annual grants to the local authorities in lieu of taxes. Provision is made for pupils to attend schools in which the language of instruction is the home language of the parents. In 1970, 13,500 pupils attended civilian schools. However, the department also operated 69 schools, attended by 28,713 pupils. Overseas, 12 schools were in operation with an enrolment of 5,639. In the elementary schools the curriculum is a composite one, based on the common elements in the various pro-

vincial programs. In the high schools, it is customary to follow the program of Ontario in English language schools and that of Québec where the language of instruction is French. Teachers are drawn from the public school systems by arrangement with the provincial authorities and are paid by the school board with which they are under contract. They usually serve for a minimum period of 2 years. The expenditures on these programs in Canada and overseas in 1970 amounted to \$23,803,000.

Other Instructional Programs

In addition to the educational systems operated for special groups of citizens for whom the federal government is responsible, federal departments provide some partial programs for persons under their jurisdiction. Various agencies and departments offer incentives to their employees through short courses and discussions but it is the Public Service Commission which is responsible for large scale educational services for federal civil servants. Its programs include refresher and up-grading courses; study grants for attendance at universities; intensive seminars on various aspects of administration, management, technical subjects and government operations; and sabbatical leave for senior personnel. One area which has been given particular attention in recent years is language training and a large staff of instructors has been recruited to conduct conversation groups, operate language laboratories and train translators. While it is obviously difficult to make a complete inventory of all these activities or to estimate their effectiveness, it is evident that this is a vital and expanding element in the educational commitment of the federal authorities.

Although on a much smaller scale, the educational program of the Solicitor-General has also assumed great importance. This deals with the inmates of federal penal institutions. Full-time and part-time instruction is now offered in both academic and vocational courses, in some instances with arrangements for credit given by provincial authorities. Through a day-parole system, in 1971, 32 inmates were enabled to attend secondary schools, colleges and universities. This is obviously a program of great importance in the rehabilitation of prisoners.

Chapter 13

Federal Government Activities Related to Education and Research

Besides the instructional services for which the federal government is directly responsible, there are other activities through which it has supported or continues to support education through student aid, by grants to institutions or by payments to the provinces. Moreover, since it has a recognized responsibility for the growth of the national economy, it sponsors manpower training and it has, for many years, provided large scale support for scientific research in the universities. More recently, it has co-operated with international agencies in providing personnel and funds to help developing countries in organizing their educational systems and services. And several of its agencies, such as Statistics Canada, maintain auxiliary services that are essential in the management of a national enterprise. Altogether, more than 40 departments and agencies are involved in these programs related to education and it is necessary to consider them within the framework of several distinct groups.

Support Programs

The federal government sponsors several support programs intended to make certain types of educational services more accessible to all

Canadians. Some take the form of direct aid to students; others provide assistance directly to universities; while, since 1967, large-scale payments have been made to the provincial authorities enabling them to expand and diversify post-secondary education.

The first instance of federal involvement in direct aid to students occurred in the 1930's, after it appeared that many young people were unable to continue their studies during the economic depression. The Dominion-Provincial Student Aid Program was inaugurated in 1939 to assist persons of academic merit to attend college or university. The program continued in operation for 25 years, before it was superseded in 1964 by the Canada Student Loan Plan. This has achieved a much wider coverage. Administered through the Department of Finance, the plan is actually operated by the provinces, except in Québec where a provincial plan had already been established. Compensation is given to that province through a federal equivalence grant. The loans are made by chartered banks and other designated lenders on the basis of a certificate of eligibility, issued by the province. The federal government carries the interest charges while the student continues full-time studies and for 6 months thereafter. It was estimated in 1970 that about 40% of the post-secondary full-time students were participating in the plan.

Another direct aid program was initiated by the Department of Veterans' Affairs at the close of World War II and this enabled 53,800 ex-service men and women to attend university between 1945 and 1951. Another 80,000 attended various types of vocational courses. When it was found that this Veterans' Rehabilitation Program placed considerable strain on the resources of the institutions, the government made a special per capita grant to each university to help cover the additional costs.

As university expansion continued in the 1950's, the Parliament of Canada approved another type of program by which grants based on the total population of each province were distributed among the universities by a non-governmental agency, the National Conference of Canadian Universities. This policy was discontinued after 1966 and a new post-secondary support program was adopted, giving the provincial governments a choice between an annual subsidy based on the per capita population or 50% of the approved expenditures on post-secondary education. These payments were to be made directly to the provincial governments, not to the institutions. Seven of the provinces chose the percentage formula and the program, which was originally adopted for a 5-year period has now been extended for a further 2. The program is administered by the Department of the Secretary of State. Of all the federal programs it is the

most costly and in 1971-72 the payments amounted to over 800 million dollars.

The Secretary of State is also responsible for administering the Bilingualism Program, which was introduced in 1970, to assure that Canadians in every province have the opportunity to educate their children in the official language of their choice and that Canadian children have an opportunity to learn, as a second language, the other official language of their country. The program is also operated through the provincial departments of education, supported by federal grants for instruction, teacher training, scholarships and summer courses. The expenditures on this program in 1971-72 amounted to 75 million dollars.

Since it was established in 1967, the Department of Regional Economic Expansion has made contributions and loans to provinces for a number and variety of educational facilities. Funding is provided in the form of support in the development of the province's own educational program as it relates to the prospective economic development in special areas. The expenditures accordingly form part of the infrastructure development that is expected to contribute to economic expansion or to the social adjustment that will be concomitant with it. In 1970-71, the contributions amounted to \$7,559,600 and the loans to \$5,998,700.

Manpower Training

Federal programs in manpower training were initiated in response to the demands of national economic policy and the need to develop and maintain a skilled, mobile labour force. Pressure from industrial and labour groups led to the appointment of a Royal Commission on Industrial Training and Vocational Education in 1910 and, during the following decade, the Agricultural Instruction Program (1913) and, after World War I, the Technical Education Program (1919) were inaugurated. Each provided support for provincial efforts in these special areas on a cost-sharing basis and the programs were administered by the departments of Agriculture and Labour.

Further assistance was given through other programs during and after World War II. At this time a Vocational Training Advisory Committee was formed with representatives from federal and provincial governments and the public and it continued to operate successfully until the 1960's, when a new policy was adopted under the Technical and Vocational Training Assistance Act. This, in turn, was superseded by the Adult Occupational Training Act in 1967 which enabled the new federal Department of Manpower and

Immigration to purchase services for the training of adult workers, while providing the participants with living allowances. In 1969–70, more than 300,000 Canadians from every province were registered in the program and, in 1970–71 the total expenditures were \$460,044,000.

Other departments were also involved in the training of special groups of highly qualified manpower. The Department of National Health and Welfare provided development grants for university schools of social work and, through the Health Resources Fund, for 6 new faculties of medicine. The Department of Regional Economic Expansion assisted in the establishment of a faculty of engineering. Moreover, a score of departments provide scholarships and grants to certain categories of students to enable them to continue professional and graduate courses. More recently, the Ministry of State for Science and Technology has also become concerned with the problem of supply.

External Affairs and Foreign Aid

The Department of External Affairs has the responsibilities for the conduct of Canada's external relations including those matters concerning education. The cultural affairs division of the department maintains the direct official link between Canada and the United Nations Educational, Scientific and Cultural Organization (Unesco), the International Bureau of Education and the Organization for Economic Co-operation and Development (OECD). Similarly, Canada's participation in the Commonwealth Education Liaison Committee and the regular Commonwealth Education Conferences are organized by the same division. As a function of its responsibility for the conduct of Canada's external relations, the Department of External Affairs has been charged with the negotiation and implementation of cultural agreements with foreign countries, which, among other things, provide for academic and scientific exchanges.

The Canadian International Development Agency is responsible for the administration of educational and technical assistance to other countries on a bilateral or multilateral basis. Its divisions include: education, manpower resources, training resources.

During 1970 there were about 1,497 students and 1,211 trainees from developing countries studying in Canada under the auspices of CIDA and about 700 Canadian teachers were working overseas in programs sponsored by the agency to improve indigenous educational capabilities.

An International Development Research Centre at Ottawa was

established in 1970. It is financed by Canada but is international in character and it is expected to bring together experts from both developed and developing countries, providing them with resources to conduct research into the problems of the developing regions of the world. The expenditure of the agency on foreign educational programs in 1970–71 was \$36,623,000.

Research Support Programs

Research support for the physical and natural sciences and, more recently, in the social sciences and humanities is provided through federal agencies and departments. The main channels are the 3 councils: the National Research Council, founded in 1916; the Canada Council, established in 1957; and the Medical Research Council, which became independent of the National Research Council in 1960. Other agencies, such as Atomic Energy of Canada, the Central Mortgage and Housing Corporation, the Defence Research Board, and a number of federal departments also sponsor research projects related to their special interests.

The aims of the basic research undertaken by the 3 councils has been to provide funds for the support of independent research by members of the academic community within the university environment. This is designed to:

1. contribute to the expansion of human knowledge;
2. assist in the training and development of scientific personnel to meet the needs of modern society;
3. assist scholars and students to pursue work in their chosen fields of endeavour;
4. assist academic institutions, in whole or in part, to provide desired facilities for research activity and training.

There is a tri-council committee which is responsible for co-ordinating the policies and programs of the 3 councils.

Research support is provided in several forms. These are:

1. *capital grants* – construction costs and equipment purchases primarily for research;
2. *operating grants* – funds awarded to defray research costs, including block or development grants for university schools or faculties, designed to maintain existing research projects and grants to assist in developing new areas of enquiry;
3. *awards* – scholarships and fellowships awarded to individuals to enable them to engage in full-time research, usually at or beyond the doctoral level;

4. *research grants* – funds awarded to individuals or groups of individuals usually affiliated with academic research institutions or associations engaged in scientific research;
5. *research contracts* – similar to research grants except that they are initiated formally by the federal agency and negotiated or concluded by agreement or contract.

Other research support is made available by federal agencies to students and scholars not included in the categories mentioned above.

During the 1960's the expenditures of the councils on research grants to universities increased rapidly from \$8,316,000 in 1960–61 to over \$100 million in 1970–71. In addition, the research supported by departments such as Agriculture, Energy, Mines and Resources, Environment, National Health and Welfare and National Defence has grown substantially.

In 1971 a new federal Ministry of State for Science and Technology was established and it will no doubt play an active part in future in defining and implementing federal policies in research.

Auxiliary Activities

Under Section 91 of the British North America Act, the federal government was made responsible for the census and statistics. However, the Dominion Bureau of Statistics, which has now become Statistics Canada, was not created until 1918. The report of the departmental committee, on which this action was taken, included the following recommendation:

“Statistics as to education are necessarily to be derived from the educational authorities of the various provinces. But, as in the case of other statistics of a provincial nature, it is highly desirable for purposes of comparative study and general information be compiled for the whole dominion.”

Consequently, when the bureau was established it included an education division that issued, as its first publication in 1961 *An Historical Statistical Survey of Education in Canada*. The division has continued and expanded its services in close co-operation with the provincial departments. It now collects, compiles and disseminates information on the state of education, finance, students, teachers, science and culture, and this is used by local, provincial and federal agencies as a basis for their planning.

Other federal agencies also provide services which assist the educational systems and institutions. The Canadian Broadcasting Corporation has for many years provided facilities and production assistance for radio and television programs which are planned in co-operation

with the provincial education authorities. These school broadcasts are a regular feature in many school classrooms across the country. The corporation has also offered a number of university courses by television for credit at 4 of the French-language universities. The National Film Board co-operates in the use of its facilities and has assisted provincial departments in establishing film libraries. More recently, the National Museums of Canada has undertaken a national heritage program to circulate and decentralize its exhibits throughout the country and provide further services for educational institutions.

Chapter 14

National Organizations

A number of national bodies have brought together representatives from the provinces to exchange opinions and information on different phases of education. In some instances the focus is professional or institutional, while in others it is more general. The listing in this chapter is not inclusive of all organizations with an interest in education but it includes those whose main concern is with education and whose activities may be said to cover the country as a whole.

The Council of Ministers of Education

The Council was established in 1967 to enable ministers:

“to consult on such matters as are of common interest, and to provide a means of the fullest possible co-operation among provincial governments in areas of mutual interest and concern in education. The Council will co-operate with other educational organizations in ways to promote the development of education in Canada.”

Meetings of the Council are now held three times a year and are attended by ministers and deputy-ministers. An executive committee of 5 members, representing the regions of Canada, meets more frequently and, in 1972, an advisory committee of deputy-ministers was appointed, also with regional representation. The secretariat, headed by a Secretary General, acts as a clearing house and provides supportive services. It is located in Toronto.

Interprovincial co-ordination is achieved mainly through the Council's committees and task forces, one of which is the OECD Review Co-ordinating Committee appointed in 1973 to co-ordinate a review of educational policies in Canada. In 1973, the Council began publication of the Secretary General's annual report.

The Council office is located at: Council of Ministers of Education (Canada), 252 Bloor Street West, Toronto 2, Ontario.

The Canadian Education Association

The Canadian Education Association is the oldest of the national educational organizations. Founded in 1892 as the Dominion Educational Association, it was supported by officials from the departments of education in most of the provinces and, within a few years, all the provinces and even the Northwest Territories were represented at its annual conventions. A new constitution was adopted in 1918 and with it a new name: the Canadian Education Association. Twenty years later, with the entry of Newfoundland, the name was altered once more to include the neighbouring colony. A further re-organization in 1946 created a permanent secretariat under a full-time executive director and the name again reverted to the simpler form.

Supported from the outset by grants from the provincial departments, the leadership of the association came from the senior officials of the provincial and large city school systems. The annual conventions were held in a different province each year and they soon became and have remained a major activity. During World War II, the association took a leading part in the discussions of post-war reconstruction and planning and it was particularly active in the Canadian Council for Educational Research and the Canadian Citizenship Council.

With the establishment of a permanent office in Toronto in 1946, the association was able to enlist the co-operation of other public and private organizations in surveys of several vital areas of Canadian education. With support from the Canadian Chamber of Commerce, the Canadian Manufacturers Association, the Canadian Congress of Labour and the Canadian Bankers' Association it conducted a comprehensive study which was summarized in the report on *Practical Education in Canadian Schools* (1949). The Canadian Life Insurance Underwriters Association helped to finance an intensive survey of school health. With the Canadian Teachers' Federation, it formed a committee to examine the status of the teaching profession and the recommendations which were made public in 1949 had a widespread

effect on teacher education. Another study, in 1952, dealt with the articulation of high school and university programs.

All these surveys covered the 10 provinces and the committees included both English- and French-speaking members. Leadership in the association has also come from both language groups, through the presidency, through membership on the executive and other committees and by the provision of bilingual publications and services.

For many years the association has arranged teacher exchanges, both between provinces and between Canada and other countries. Assisted in the early years by the Kellogg Foundation, it has operated a leadership program since 1952 which now takes the form of a 3-week workshop for superintendents and inspectors. This is held annually at Banff and is conducted by the University of Alberta and it is attended by participants from all the provinces. In the absence of any national authority in education, the association has co-operated with the government of Canada in the activities of Unesco, the International Bureau of Education and the Commonwealth Education Liaison Committee.

The current publications of the Association are: *Canadian Education and Research Digest* (quarterly); *Canadian Education Association Newsletter* (9 issues a year); *Canadian Education Association Bulletin* (French) (issued periodically); *Canadian Education Association Handbook* (annual directory and reference guide)

The association office is: Canadian Education Association, 252 Bloor Street West, Toronto 2, Ontario.

Association canadienne d'éducation de langue française

This association was organized at a meeting of French-speaking educators held in Ottawa in 1947. Unlike the Canadian Education Association, it has always included leaders from the French-language universities, as well as officials from the departments of education, school systems and cultural groups. While it is largely supported by the government of Québec and maintains its office in Québec City, it has attracted support from French-speaking minority groups in most of the other provinces, more particularly in New Brunswick and Ontario.

The association holds an annual convention which is attended by representatives of various provincial groups, including administrators, teachers, university and cultural leaders. It has also presented its views before provincial and federal commissions, and international associations on education. Its quarterly publication, *Revue*, is

devoted largely to aspects of educational development and cultural survival.

The association office is: Association canadienne d'éducation de langue française, 3, place Jean-Talon, suite 338, Québec 2, P.Q.

Association of Universities and Colleges of Canada

The Conference of Canadian Universities was established in 1911, when a number of university leaders agreed to meet annually for the discussion of problems and issues of national concern. These meetings continued more or less regularly until, in the 1940's, under the impact of World War II, the presidents of various universities were consulted by the federal government in matters of future planning and reconstruction. The conference assumed a more active rôle during the operation of the veterans' rehabilitation program and, in the early 1950's, the National Conference of Canadian Universities became recognized as the official voice of the institutions of higher education.

The conference played an important part, both in making representations to the federal authorities on the needs of higher education and in distributing federal grants through the Canadian Universities' Foundation which it established. A permanent secretariat, with a full-time executive director, was opened in Ottawa in 1957 and the name of the organization was altered to the Association of Universities and Colleges of Canada.

Membership is by institution only and the officers include a president, vice-president, executive-director, and a 22-member board of directors on which there is provision for representation from faculty and students. Virtually all the degree-granting institutions are members of the association, the total in 1972 being 64 universities and colleges. They provide the financial support through a per capita levy.

During the 1960's the association, in co-operation with other national organizations, sponsored several studies of national problems in higher education. These included: Financing Higher Education in Canada (1965), University Government in Canadian Universities (1966), University, Society and Government (1970), Accessibility to University (1970), an Exploratory Cost Analysis of Some Canadian Universities (1970), and Research Policy in Canadian Universities (1972).

The services and publications are bilingual. The secretariat includes 2 associate directors, one for domestic programs and one for international programs. There are a number of associate members, representing special interest groups in the university community such as,

Canadian medical colleges, deans of law, business officers, summer school directors, registrars, graduate schools, and the Service for Admission to Canadian Universities.

The association publishes an annual handbook: *Universities and Colleges of Canada*, with information about all the member and related institutions; and *University Affairs*, a bulletin issued 10 times a year. It also holds an annual meeting which is attended by large delegations from each of the member institutions.

The national office is located at: Association of Universities and Colleges of Canada, 151 Slater Street, Ottawa, Ontario K1P 5N1.

Canadian Teachers' Federation

The Canadian Teachers' Federation was founded in 1919 by teachers' societies in the provinces. It has a membership of over 250,000, including the teachers' associations in all the provinces with the exception of Corporation des Enseignants de Québec. Through its office in Ottawa, which was opened in 1947, the executive director and staff conduct research studies, provide information services and maintain liaison with the provincial associations and other educational organizations. An annual conference is attended by delegates from each of the constituent bodies.

Since opening the national office, the federation has played an active part in various national projects. With the Canadian Education Association, it sponsored the study of the status of the teaching profession in 1948 to 1950; it initiated the movement among a number of national organizations which led to the 2 Canadian Conferences on Education, held in Ottawa in 1958 and in Montreal in 1962; and it has conducted a continuing study of the financing of public education, issuing reports on this subject in 1965 and 1969.

As a founding member of the World Conference of the Organizations of the Teaching Profession, the federation has taken an active part in international conferences held annually in different countries. It has also maintained an aid program whereby Canadian teachers assist in developing countries either during the summer vacations or for longer periods.

The office is located at: Canadian Teachers' Federation, 110 Argyle Avenue, Ottawa, Ontario K2P 1B4.

Canadian School Trustees' Association

The association was founded in 1922 as a federation of provincial organizations of school trustees. In the early 1950's it conducted a

national study of school finance and has participated in other activities, such as the Canadian Conferences on Education. Annual meetings are held and the association maintains a close relationship with Fédération des Commissions Scolaires du Québec. A national office has now been established under a permanent executive secretary.

The address is: Canadian School Trustees' Association, 555 Burnamthorpe Road, Etobicoke, Ontario.

Canadian Association for Adult Education

The Canadian Association for Adult Education was established in 1934 and a national office was opened soon after under the direction of a permanent executive director. It publishes a monthly journal and holds an annual conference.

The address of the national office is: Canadian Association for Adult Education, 238 St. George Street, Toronto 5, Ontario.

Institut canadien d'éducation des adultes

This organization serves as a counterpart of the CAAE for the French-speaking community, particularly in Québec. It maintains an office under an executive director in Montreal and it co-operates closely with the CAAE and other educational organizations.

The office is located at: Institut canadien d'éducation des adultes, 506 St. Catherine Street East, Montreal 132, P.Q.

Canadian Association of University Teachers

The Canadian Association of University Teachers is a federation of faculty associations in the various universities. In recent years, provincial associations have also been formed which are incorporated within the structure of the national organization. The association has co-operated with the AUCC in several major studies of university development and it maintains services for its members, including reference boards to consider disputes between faculty members and university administration. A national office is located in Ottawa under a permanent executive director.

The address is: Canadian Association of University Teachers, 66 Lisgar Street, Ottawa, Ontario.

Association of Canadian Community Colleges

The Association of Canadian Community Colleges was formed in 1969 with representation from non-university colleges in most of the

provinces. The membership now includes over 100 colleges of various types: colleges of applied arts and technology in Ontario, colleges of general and vocational education in Québec, community colleges in the western provinces and some technical institutes. The secretariat and services are bilingual and there is provision for individual membership as well as institutional representation.

The office is located at: Association of Canadian Community Colleges, 845 Sainte-Croix Boulevard, Saint-Laurent, Montreal 379, P.Q.

Canadian Home and School and Parent-Teacher Federation

The federation was organized in 1933, bringing together home and school and parent-teacher organizations in a number of the provinces. While it is concerned largely with matters concerning the elementary and secondary schools, the federation maintains close relations with other national organizations such as CEA, CTF, CSTA, and it co-operated in the Canadian Conferences on Education.

The office is located at: Canadian Home and School and Parent-Teacher Federation, 153 St. Clair Avenue West, Toronto 195, Ontario.

Chapter 15

National Trends

During the 1960's, Canadians showed a deep commitment to education. They attended schools and universities in greater numbers and they more than quadrupled their spending on educational budgets. Moreover there were indications that they had begun to realize that education is not a brief experience concentrated in childhood and youth but a life-long process, and that, in modern times, it cannot be reserved for a privileged elite but must be made accessible to everyone. These 2 principles are now widely recognized and educational policies, structures and administration are being adapted accordingly.

Proof of this commitment may be found both in the rising participation rates and in the proportion of the Gross National Product devoted to education. In 1951-52 only 57.5% of the age group between 5 and 24 was in full-time attendance at educational institutions. Twenty years later, in spite of a declining birth-rate, full-time enrolments have continued to grow and the participation rate of the same age group has reached an estimated 72%. Even more significant, however, is the change in the pattern of enrolments. Today all students continue their studies into high school and many more of the adolescent age group are in full-time attendance at college and university. The change may be noted in Table 16, where enrolment ratios for the 20 to 24 age group are compared in selected countries.

Table 16

Enrolment Ratios for the 20-24 Age Group in Selected Countries

	1960	1965	1969
Canada	13.5%	20.9%	25.5%
France	7.4	13.9	15.9
Japan	8.6	11.9	15.8
England & Wales	6.2	8.7	9.8
U.S.A.	32.2	40.4	48.4
U.S.S.R.	11.0*	29.5*	26.5*
West Germany	5.8	9.2	12.1

*Includes evening and correspondence students.

Source: Unesco Statistical Yearbook, 1972, Table 2.7.

This upward trend is also evident in the expenditures on education. The total expenditures by all levels of government on education rose from \$1,659,982,000 in 1960-61 to over \$7 billions at the end of the decade and this represented a doubling of the proportion of the Gross National Product, which increased from 4% to over 8%. Actually, as is indicated in Table 17, Canada is spending a greater share of her wealth on education than any other country in the world.

Table 17

Public Expenditures on Education as Percent of Gross National Product in Selected Countries

	1961	1969
Canada	4.6%	8.3%
France	2.4*	4.5
Japan	4.1*	4.0
U.K.	4.3	5.6
U.S.A.	4.0†	6.3
U.S.S.R.	5.9*	7.3
West Germany	2.9	3.6

*Figure applies to 1960.

†Figure applies to 1959.

Source: Unesco Statistical Yearbook, 1972, Table 2.24.

Reducing Disparities

The ability of individual provinces to respond to the new demands has varied considerably. Traditional attitudes, differences in socio-economic structures, disparities in resources, and the adaptability of educational institutions are factors that determine the capacity of educational systems to deliver adequate and appropriate services. As is indicated in Table 18, there are considerable differences in the participation rates from province to province.

Table 18
Participation Rates, 5-24 Age Group, by Province

	1960-61	1965-66	1970-71
Newfoundland	68.3%	70.3%	72.0%
Prince Edward Island	66.5	70.6	73.0
Nova Scotia	71.7	74.1	74.6
New Brunswick	68.6	70.0	70.8
Québec	63.4	69.5	72.2
Ontario	72.7	77.2	78.4
Manitoba	68.1	71.8	74.1
Saskatchewan	69.7	72.2	72.2
Alberta	68.8	72.0	74.2
British Columbia	70.3	77.3	76.0
Yukon and Northwest Territories	54.7	60.2	67.2
Canada	68.7	73.5	75.2

Source: Statistics Canada, *A Statistical Review for Period 1960-61 to 1970-71*, Catalogue 81-229, p. 208.

In an effort to reduce these disparities, the federal government in the 1960's began a system of equalization payments and also, through the new Department of Regional Economic Expansion, offered support for special projects, a number of which were in the field of education. The operation of these programs is still the subject of some controversy and their exact effect on disparities is not easy to determine. Nevertheless there appears to be a growing reliance on the federal government to correct the imbalances which are bound to arise in a federal state, although the machinery for achieving this has not yet been fully developed.

Life-Long Education

To meet the growing demand for life-long education, new emphasis is being placed on early childhood and adult education, both of which have usually been considered marginal activities in the educational systems. The demand for pre-school facilities has come largely from urban and industrial centres and public attention has been aroused by the reports of the Royal Commission on the Status of Women and the Special Senate Committee on Poverty in Canada. Federal initiatives by the Department of National Health and Welfare have recently offered some assistance for day-care centres, but these are generally considered as custodial rather than educational services and no province has yet been able to organize a comprehensive program. Meanwhile, government and private agencies sponsor radio and television programs for young children and there is a large Canadian audience for Sesame Street, which originates in the United States. A

Table 19
Mean Years of Schooling of the Labour Force, by Province
and Region

	1951	1961	1966
Newfoundland	6.9%	8.2%	n.a.
Prince Edward Island	8.3	8.8	n.a.
Nova Scotia	8.5	9.2	
New Brunswick	7.7	8.5	
Atlantic	7.9	8.8	9.3
Québec	8.1	8.2	8.7
Ontario	9.1	9.5	9.9
Manitoba	8.5	9.3	
Saskatchewan	8.2	8.8	
Alberta	8.8	9.6	
Prairie	8.5	9.3	9.7
British Columbia	9.3	10.1	10.5
Canada	8.6	9.1	9.6

Sources: Based on statistics from Statistics Canada, *Census of Canada, 1951 and 1961* and estimates, 1966.

French-language adaptation of this program is now in preparation in Québec. In adult education, while there is considerable activity, co-ordination is badly lacking and new projects on the lines of the Open University in Great Britain are still in the planning stage except in Québec, where the Télé-université is already in operation.

Within the educational systems the provinces have attacked the problem of drop-outs, and retention rates have improved appreciably. In the 1960's the age limit for compulsory attendance was raised at least to the end of the fifteenth year and the option whereby a child might leave after completing the elementary grades was abolished. A more positive approach is the broadening of the curriculum to give it wider appeal and the adoption of the policy of continuous progress. These policies were explained in some detail in bulletins circulated among parents, such as that published in New Brunswick which is referred to on page 19. As a result of these efforts, the schools now serve a more heterogeneous clientele and the trend is indicated by the improvement in the number of years of schooling of the labour force, as shown in Table 19.

The effect of these differences was examined in a study some years ago of the retention rates between grade 9 and grade 11. These findings may now be compared with the most recent statistics, as is shown in Table 20.

Nevertheless, the structure of the school system remains an impor-

Table 20
Estimated Retention Rates, Grades 9 to 11, by Province

	1956-58*	1969-71†
Newfoundland	54%	81%
Prince Edward Island	51	71
Nova Scotia	62	79
New Brunswick	61	80
Québec	48	92
Ontario	53	84
Manitoba	63	86
Saskatchewan	65	83
Alberta	75	92
British Columbia	76	91

*G. W. Bertram, *The Contribution of Education to Economic Growth*, Economic Council of Canada, Staff Study No. 12, 1966, p.26, Table 15.

†Estimates provided by Statistics Canada.

tant factor in the retention of pupils and there are considerable differences in the patterns from one province to another, as is shown in Chart 27.

Education for All

In Canada, as elsewhere, the principle of universal education has been given tacit acceptance but there are obstacles which still interfere with its full implementation. This is not surprising, for, as the Faure Commission observes:

“When, a quarter of a century ago, the United Nations proclaimed that man has a right to education, they were endorsing a democratic ideal several centuries old. Its application, however, continues to be hampered in many places by conditions similar to those prevailing at the time it was first expressed.”

One indication of the seriousness with which Canadians view this challenge is seen in the growing concern over past failures in providing adequate and effective educational services for the native peoples, the children of the inner city, language minorities and children with special handicaps. Governments, both federal and provincial, have shown their anxiety about these problems and some programs have already been adopted to relieve the most glaring deficiencies. Further improvement must be anticipated as the provincial systems are restructured.

These new structures are already taking shape. An important example is the 6- or 7-year basic elementary school program. This has now been adopted in all provinces except Ontario and Newfoundland, although in Manitoba and Prince Edward Island some schools still operate on the old 8-year pattern. The new design makes provision for remedial and enrichment programs and, generally speaking, the old year-by-year promotion policy has been discarded. The basic program is normally completed in 6 years, but it is flexible enough to be adapted to the aptitudes and motivation of the individual pupil so that the requirements may be met in from 5 to 7 years.

The child then enters a 4- or 5-year comprehensive secondary school. In most provinces this program is divided between 2 institutions, a junior and a senior high school. Even where the school is operated as a single unit, the first 2 years are transitional and exploratory, so that the student may test his skills and interests before choosing the more specialized courses of the senior high school. Subject promotion and flexible programs make it possible to transfer from one course sequence to another and final departmental examinations have been discontinued in most provinces, giving way to accreditation

Chart 27 Provincial School Systems

Nfld.

I	II	III	IV	V	VI	VII	VIII	IX	X	XI
---	----	-----	----	---	----	-----	------	----	---	----

Que.

Elementary							Secondary				
1	2	3	4	5	6	7	1	2	3	4	5
(1) I	II	III	IV	V	VI		VII	VIII	IX	X	XI
(2) I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII

N.S., P.E.I., N.B.,
Man., Alta., N.W.T.

I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII
---	----	-----	----	---	----	-----	------	----	---	----	-----

B.C., Yukon

I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII
---	----	-----	----	---	----	-----	------	----	---	----	-----

Sask.

Division - 1			Division - 2			Division - 3			Division - 4		
Lev I	Lev II	Lev III	Lev I	Lev II	Lev III	Lev I	Lev II	Lev III	Lev I	Lev II	Lev III
I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII

Ont.

I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	XIII
---	----	-----	----	---	----	-----	------	----	---	----	-----	------

Elementary

Secondary

Junior High

Senior High

(1) Without Transition Year.

(2) With Transition Year.

and tests of the Service for Admission to Canadian Universities. The comprehensive program includes academic and vocational subjects, physical education and athletics, music, drama, fine arts and special interest activities. Through these broad experiences it is expected that the student will be prepared for further education, whether in full or part-time study, and that he will be prepared to enter directly into the labour force or continue his studies, as he may choose.

Sharing the Responsibilities

Providing life-long experiences in learning and educational services for everyone has created problems in the distribution of responsibility. The clientele has broadened, the services have expanded and become diversified, costs have increased, and the resources, both human and material, must be mobilized by new types of administrative machinery.

Traditionally, in Canada, education has depended heavily on local and private initiative and there is still strong support for a policy of decentralization. The trend in recent years, however, has been in the opposite direction. It has been necessary to reduce the number of local school boards and curtail the independence of those that remain. Post-secondary institutions, many of which were private, have been brought within the framework of the provincial systems on which they are now dependent for most of their revenue. Thus, within a decade, there has been a marked shift in control from local and private authorities to provincial governments and, to meet the rising costs, the provinces have begun to claim greater federal support.

The financial aspects of these changes may be seen in the trends since 1950-51. While total expenditures on education have risen from less than half a billion to over 7 billion dollars, the proportion of revenue from the various sources has shifted dramatically. Local taxes, which used to contribute the largest share of the revenue, now provide less than a quarter of the total. Provincial governments have steadily increased their grants and are now the largest contributor. The revenue from fees and other private sources is now a minor factor in the total budget. Meanwhile the federal government has increased its share from about 5% in 1950-51 to over 20% in 1970.

Budget procedures have been adopted in most provinces to assure a minimum standard of service and equalize local taxes. Foundation programs and guidelines for approved expenditures are used to provide local school boards with essential revenue and formula financing in some provinces gives post-secondary institutions a measure of freedom. Yet the trend in decision-making leads toward the centre

in each provincial system and, while there are frequent complaints about the loss of local or institutional autonomy, there is little to indicate that the trend will be reversed.

Choosing Objectives

Throughout the world, the priority given to education is very different now from what it was after World War II, or even in 1960. What is even more significant, however, is that the scope and spirit of education have also changed. The depth of this revolution is well described in the report of Unesco's International Commission on the Development of Education, which recommends that the essential elements of reform on which concrete work should begin in the 1970's are:

1. the concept of education limited in time (to school age) and confined in space (to school buildings) must be superseded;
2. closed educational systems must be made open;
3. special attention should be paid to fostering education for pre-school children by selecting and cultivating the most positive forms of family and community associations in this work;
4. general education and technical training should be reconciled;
5. there should be more diversified higher education institutions;
6. education should be individualized and personalized to the utmost and constitute a preparation for self-learning;
7. educational management should be democratized.

Educational leaders in Canada appear to be in sympathy with these objectives and are moving slowly toward their attainment; and, in education, it is less important to move swiftly, than it is to move in the right direction.



Dr. David Munroe is a graduate of McGill University. After some years as a teacher and school principal, he was appointed Director of the Institute of Education and Macdonald Professor of Education at McGill, where he remained for fifteen years. In 1961, he was appointed to the Royal Commission of Enquiry on Education (Parent Commission) of which he was Vice-Chairman. He also served as Vice-Chairman of the Superior Council of Education (Québec) until 1969 when he became Special Adviser on Education in the Department of the Secretary of State. He retired from this position in 1972. Dr. Munroe also served as adviser in 1954 and again in 1960 to the Council of Education of the Witwatersrand, Johannesburg, South Africa and was chairman of the Tribunal on Bilingual Higher Education in Nova Scotia (1969). He is also a past president of the Canadian Teacher's Federation and the Canadian College of Teachers, and holds honorary degrees from Laval and McGill universities.

Disponible en français sous le titre: L'Organisation et l'administration de l'éducation au Canada.



Secretary
of State

Secrétariat
d'État